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ABSTRACT

This report stresses the need for a broad and substantial upgrading of the quality of the U.S. work force and outlines seven critical policy areas that require coordinated action to meet the challenge. Chapter 1 discusses the Workforce 2000 Project, a major Department of Labor effort designed to ensure that the work force has the skills and flexibility that will be required in future jobs. This chapter highlights special initiatives under the Job Training Partnership Act (JTPA) to improve the employability of the work force. These interrelated efforts concern at-risk youth, workplace literacy, dislocated workers, and improved coordination of job-related services. Chapter 1 also summarizes accomplishments under the individual titles of JTPA in 1986 and reviews developments in other training and employment programs administered by the Department, including the Senior Community Service Employment Program, apprenticeship, the Employment Service, the Unemployment Insurance Service, and Trade Adjustment Assistance. Chapter 2 summarizes the results of employment-related research and evaluation projects completed during 1986. These projects are concerned with social and economic issues, labor market studies of specific groups of workers, and program development and improvement. Chapter 2 also lists 11 research and evaluation reports completed during program year 1986. The report includes a statistical appendix. (NLA)

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Training and Employment Report of the Secretary of Labor

Covering the Period July 1986—September 1987

Transmitted to the Congress 1990

U.S. Department of Labor
Employment and Training Administration
1990

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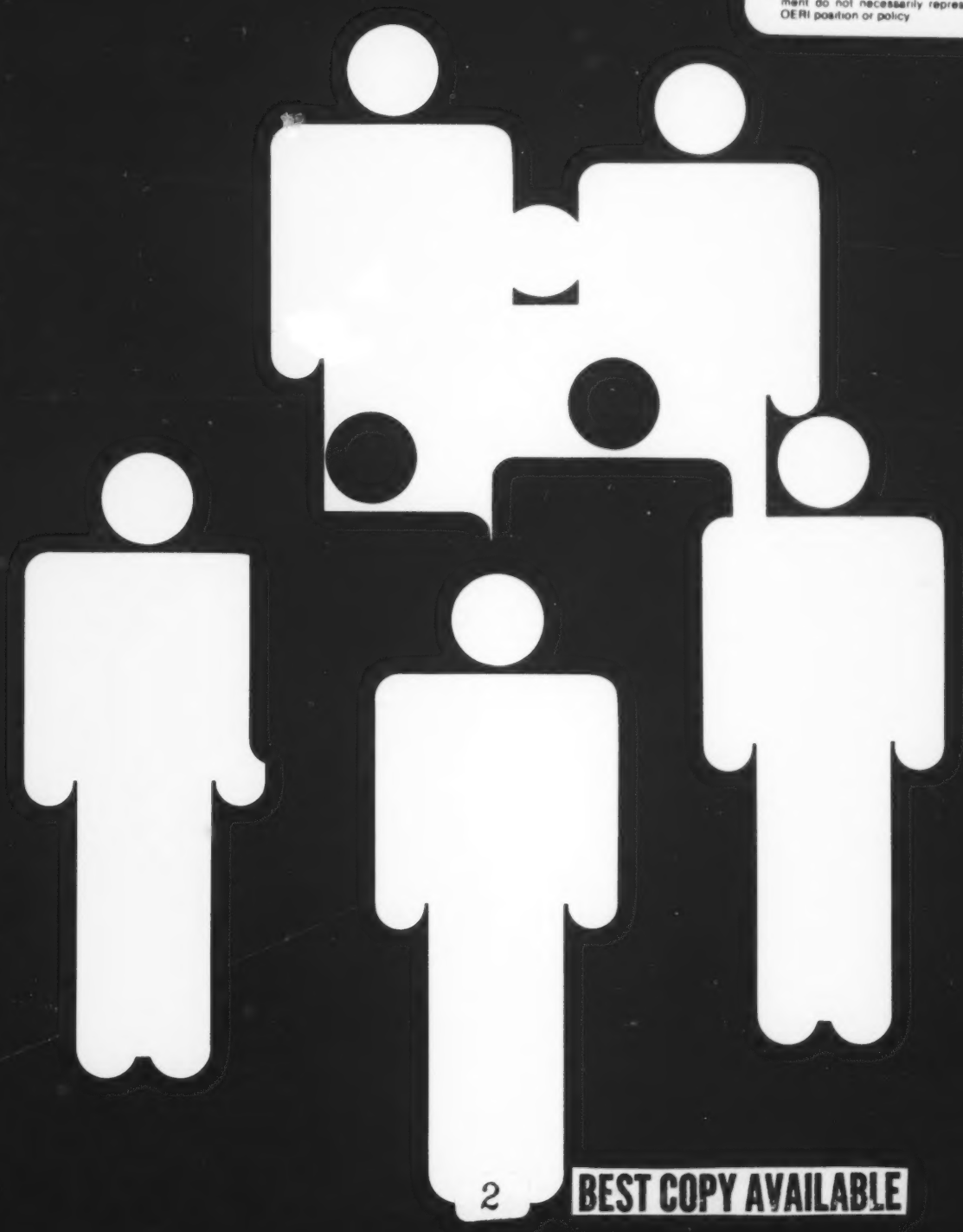

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"THE CHALLENGES WE FACE

IN BUILDING A QUALITY WORK FORCE

ARE MANY. BUT SO, TOO, ARE

OUR OPPORTUNITIES."

ELIZABETH DOLE
SECRETARY OF LABOR

CE

Training and Employment Report of the Secretary of Labor

U.S. Department of Labor
Elizabeth Dole, Secretary

Employment and Training Administration
Roberts T. Jones
Assistant Secretary of Labor

Transmitted to the Congress, 1990

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U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

TO THE CONGRESS OF THE UNITED STATES:

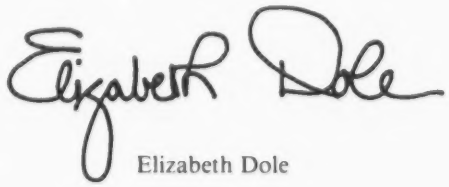
I am transmitting to the Congress the annual report on employment and training programs required by Section 169(d) of the Job Training Partnership Act (JTPA), Title 29 U.S.C. Section 1579(d).

This edition of the *Training and Employment Report of the Secretary of Labor* opens with a brief message in which I describe the need for a broad and substantial upgrading of the quality of our work force and outline seven critical policy areas which require coordinated action if we are to meet this challenge.

Chapter 1 of the *Report* discusses the Workforce 2000 Project, a major Department of Labor effort of research, outreach and dialogue, designed to ensure that the work force of the future has the skills and flexibility jobs of the future will require. The chapter also highlights special initiatives taken by the Department under JTPA during Program Year 1986 to improve the employability of the work force. These interrelated efforts concerned at-risk youth, workplace literacy, dislocated workers and improved coordination of job-related services.

Chapter 1 goes on to summarize accomplishments under the individual titles of JTPA during Program Year 1986. It also reviews developments in other training and employment programs administered by the Department, including the Senior Community Service Employment Program, Apprenticeship, the Employment Service, the Unemployment Insurance Service and Trade Adjustment Assistance.

Chapter 2 of the *Report* summarizes the results of employment-related research and evaluation projects funded by the Department and completed during Program Year 1986. These projects are concerned with social and economic issues, labor market studies of specific groups of workers and program development and improvement. The *Report* also includes a statistical appendix.



Elizabeth Dole

July 1990

A Message from the Secretary

As America enters the final decade of the 20th century, we can look back on an extraordinary record of accomplishment. In 1990, we can celebrate eight years of uninterrupted economic growth and employment expansion.

With the dramatic relaxation in world tensions and the opening of formerly closed economies in Europe and Asia to trade with the West, the possibilities are brighter than ever before for continued growth in our economy. This expansion, when coupled with demographic factors—particularly the slowdown in the growth of our labor force—will provide the chance to fulfill a dream that everyone who wants a job can have a job—if they have the skills.

There stands, however, a major obstacle which must be overcome if we are to seize this opportunity. The quality of our work force, particularly that of young entry-level workers, has not kept pace with the demands of our economy. Since assuming the position of Secretary of Labor, this is the message I have heard from businessmen and women, from union leaders and rank-and-file members, and from young people in our schools and their concerned parents. The data are irrefutable:

- One in four of our young people—as many as 1 million students a year—do not graduate with their high school class.
- Fifty-eight percent of 17-year-old students lack the reading ability necessary to find, understand, and explain relatively complicated information, including material about topics they study in school.
- Nearly one-half of 17-year-olds have only limited mathematics skills and abilities.
- And in each of these cases, the situation is far more serious among minority youth.

The cornerstone of our training and employment policy must be a broad and substantial upgrading of the quality of our work force.

We have made an important start in this direction in the legislation we submitted to Congress last year to amend the Job Training Partnership Act (JTPA). This legislation, when enacted, will focus JTPA on those economically disadvantaged individuals in the work force who face special barriers—particularly basic skills deficiencies—in qualifying for employment. In cooperation with the Departments of Health and Human Services and Education, we seek to broaden the range of services available to disadvantaged and dislocated workers under JTPA and to welfare recipients under the JOBS program.

These Federal programs are critical building blocks in developing an overall approach to meeting America's workforce quality challenge. However, the task of bringing our work force to the level and quality which will be needed in the 1990s is complex and multifaceted. It will require nothing less than a major national commitment by all sectors of our society concerned with human resources: employers, labor, schools, community organizations, and, most importantly, the workers themselves, including those young people who will constitute the labor force of the future. The challenges we face in building a quality work force are many. But so, too, are our opportunities.

My highest priority, as Secretary of Labor, is to alert all Americans to those challenges and opportunities and to work with our partners in business, education, labor, and in the community at-large to find concrete solutions to the problem before us. I have identified seven critical policy areas which will require such coordinated action.

Enhancing the basic skills of the work force. The preeminent workforce issue facing our country today is the inadequacy of the basic skills of our workers. The evidence is clear—and it is mounting rapidly—that the gap between the needs of our employers for a literate and flexible work force and the basic skills our young people bring to the job market is wide and growing wider. As a critical first step toward closing this gap, I have established a Commission on Achieving Necessary Skills to define a voluntary system of national norms for basic skills keyed to the requirements of the workplace.

Providing for a systematic school-to-work transition. Our country is among the few advanced industrialized Nations which does not provide a systematic process for noncollege-bound young people to make the transition from school to work. These are the youngsters who have, tragically, become known as "The Forgotten Half." Many young people, seeing little relevance in their day-to-day studies for eventual employment, drop out; employers are frustrated in their search for qualified job entrants. I am committed to working with the Nation's employers and educators to test new institutional arrangements for bridging the transition from school to work.

Increasing employers' investment in training. The competitive pressures confronting American employers will not await the solution of the Nation's educational problems. More than three-fourths of the workers who will be employed in the year 2000 are already in the work force. And many of these workers are ill-prepared for the present and changing demands of the job market. In America, we have traditionally looked to employers to provide the job-specific skills needed in our economy. Employers may have to greatly expand their investment in human capital if they expect to remain competitive in the decade ahead. There may be ways that the Federal Government can assist employers and workers to increase their investments in training, primarily because such investments in the development of human capital will yield tangible economic returns, as do investments in physical capital. With the assistance of management and labor, we will examine the incentives to employers to invest in the education and training of their workers.

Increasing the quality of training. Training in the workplace occurs under a wide variety of conditions. This heterogeneous system has served us well. We must preserve employers' creative freedom to plan and design their training programs but, at the same time, assure that—in our dynamic economy—the skills workers acquire are broadly recognized. I have proposed that American business and industry, with the assistance of the Federal Government, work toward establishing a system of national standards for workplace training and credentials for trained workers. I will charter an Advisory Board on Work-Based Learning to guide this effort. To recognize exemplary achievements by employers, employee groups, and communities in upgrading the quality of training and education in America, I have established the Secretary's Labor Investing for Tomorrow (LIFT) awards. To extend the standards of quality inherent in the apprenticeship approach to skills training, we are conducting demonstration projects to promote structured workplace training programs which embody the apprenticeship concept.

Increasing efforts to utilize available workers. The demographic scenario of the next decade—and its portent for America's labor force—is now well known. Our labor force will grow at the slowest rate since the Great Depression of the 1930s. Labor shortages already are emerging in specific occupations, industries, and geographic areas. We cannot rewrite our demographic future

but, within these trends, we do have some freedom of action. We must find ways to more effectively and creatively utilize *all* the human resources of our country. Concerted action on the part of business, labor, and government will be needed to find the best ways of making full use of the underutilized talents of persons from minority backgrounds, immigrants, and our older and disabled citizens. It is of paramount importance that we solve the problem of adequate child care and other barriers to the full participation of women in the labor force.

Improving labor market efficiency. In the dynamic and tightening job market of the 1990s and beyond, there will be a greater need than ever before for the labor market to operate efficiently in matching workers with the available job opportunities. In general, our labor market operates effectively by permitting workers and employers mobility and a maximum degree of freedom in the hiring process. We must maintain that freedom but—where possible—facilitate the labor exchange process. A key role in that process should be played by the Federal-State Employment Service. I have undertaken an initiative to enable the Employment Service to contribute more effectively to the operation of the job market of the future. Labor market efficiency will also be enhanced through the development of better labor market data and analytic tools. For example, we are revising and updating the *Dictionary of Occupational Titles* to increase the utility of this key reference document.

Increasing volunteer efforts. American business and labor represent an enormous untapped reservoir of talent, potentially available—on a volunteer basis—to assist at-risk young people in our Nation's schools. Business and labor have demonstrated that they are prepared to provide volunteers to work with the schools as mentors, tutors, and in other capacities to assist young people to bridge the skills gap. I have called upon business, labor, and the school systems to organize such volunteer efforts in communities across the Nation.

A common thread running through this seven-point program is the inescapable fact that a quality work force must engage the commitment and best efforts of our entire society. Government can sound the alert and provide some programmatic support but ultimately the interested parties—employers, workers and their unions, school systems, community organizations—must join together in defining and implementing the policies which will enable America's work force to retain its preeminent position in the world.

Elizabeth Dole

Secretary of Labor

July 1990

Acknowledgements

This edition of the *Training and Employment Report of the Secretary of Labor* was produced by the Office of Strategic Planning and Policy Development of the Department of Labor's Employment and Training Administration. ETA is the agency within the Labor Department with primary responsibility for administering job training and other Federal employment-related programs.

Under the supervision of Lloyd Feldman, director, Division of Planning, Policy, and Legislation, the report was prepared by Abby Martin, editor, with the assistance of Mary Vines.

All major components of ETA provided information for the report and valuable advice. The entire text was reviewed by major bureaus and offices of the Department and by the Office of Management and Budget.

CHAPTER 1

PROGRAM ACTIVITIES

PROGRAM ACTIVITIES

INTRODUCTION

Chapter 1 of the *Training and Employment Report of the Secretary of Labor* reviews activities administered by the Department of Labor's Employment and Training Administration (ETA).

For most activities, the discussion covers the 12-month period from July 1, 1986, through June 30, 1987—Program Year 1986. However, some programs operate on a fiscal year basis. The discussion for these activities is for the period October 1, 1986, through September 30, 1987—Fiscal Year 1987.

The chapter begins with a description of the Workforce 2000 Project. A review of ETA programs and activities follows, under these headings: Job Training Partnership Act Activities, Senior Community Service Employment Program, Apprenticeship, Employment Service, Work Incentive Program, Unemployment Insurance Service, Trade Adjustment Assistance for Workers, and ETA Program and Fiscal Integrity Efforts.

The chapter also surveys activities of two independent Federal committees whose work is closely related to the Department's job training responsibilities: the National Commission for Employment Policy and the National Occupational Information Coordinating Committee. A statistical appendix at the end of the report provides additional program information.

WORKFORCE 2000

To ensure that the work force of the future has the skills and flexibility jobs of the future will require, the Secretary of Labor established early in Calendar Year 1986 the Workforce 2000 Project, a comprehensive plan of research, outreach, and dialogue with industry, labor, academia, and government at all levels.

Program Year 1986 saw the completion of a major ETA-funded Workforce 2000 research effort, which identified important labor force trends through the 1990s—the increasing age of workers, a declining pool of young workers, and greater numbers of women, minorities, and immigrants in the work force. The research study also confirmed the continuing shift of employment opportunities to the service sector from the manufacturing sector, and pointed to the need for higher worker skill levels than ever before.

Entitled *Workforce 2000: Work and Workers for the Twenty-first Century,* the ETA-sponsored study identified the policy issues posed by the unique opportunities these trends offer to enhance the Nation's economic competitiveness and address long-standing social problems. (See Chapter 2 for a more complete discussion of research findings.)

Information generated by this study and associated efforts provided the framework for U.S. job training policy during Program Year 1986, a plan which included development and proposal of new legislation that would create a more comprehensive program for dislocated workers under the Job Training Partnership Act.

The research provided a starting point for major reviews of the public employment service and of the apprenticeship concept. The objective of these reviews is to see how these activities can be focused more effectively to deal with the technologically sophisticated labor market of the next decade and beyond.

Indeed, as this report illustrates, the Workforce 2000 message—the need to enhance the skill levels, increase the flexibility, and promote the well-being and security of the Nation's future work force—is a theme that ran through all ETA activities during the program year. It is also a message the Department brought to the attention of government officials, employers, educators, labor leaders, public interest groups, and thousands of others concerned about the future of the U.S. economy and the quality of the Nation's work force.

JOB TRAINING PARTNERSHIP ACT ACTIVITIES

Approximately 2.4 million persons, nearly all of them economically disadvantaged or dislocated workers, were provided services in Program Year 1986 under the Job Training Partnership Act (JTPA), which authorizes the largest federally-funded system of job training programs.[1] Expenditures for the program year totaled $3.6 billion.

The great majority of the JTPA participants were served under Title II. More than 1.3 million youth and adults were enrolled in year-round Title II-A State and local programs, which emphasize activities directly related to job preparation, and over 636,000 economically disadvantaged youth (including Native American youth) took part in Title II-B summer programs.

Another 219,600 dislocated workers received adjustment services under JTPA Title III; the remaining participants were enrolled in one of several programs authorized under Title IV of the legislation.

Members of Private Industry Councils, a distinctive feature of JTPA, participated in the planning and management of local JTPA programs in 623 service delivery areas (SDAs). These are the districts States establish for JTPA administrative purposes.

ETA pursued five major JTPA initiatives during the 12-month period. Discussions of these efforts and developments under the individual titles form the major portion of the JTPA section of this report.

Special Initiatives

The five major and interrelated initiatives on which ETA focused in PY 1986 were designed to have an impact on the employability of members of the current work force, as well as on youths who will become the work force of the future.

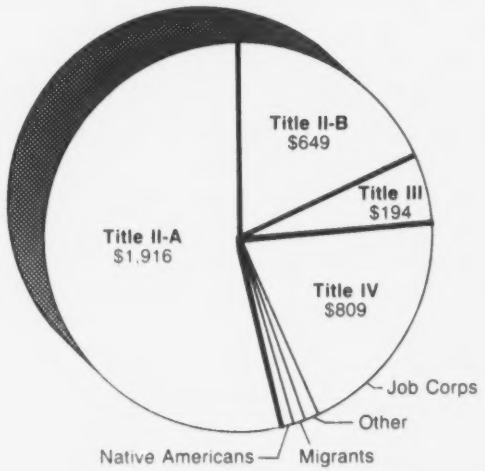
Four of these efforts, for the most part continuations of actions begun in the previous year, addressed the problems of at-risk youth, the need for greater workplace literacy, the issue of dislocated workers, and the better coordination of job training services with other federally-funded human service activities. The fifth concerned the JTPA Presidential Awards Program.

[1] The total number of persons served by JTPA represents the total number of participants served under the individual titles. Some participants were enrolled under more than one title at different times during the year. The summer participation figure included in the total is for the 1987 summer program.

Table 1

JTPA Expenditures for PY 1986

(In Millions of Dollars)



Title II-A	$1,916[a]
Title II-B	649[b]
Title III	194
Title IV	809[c]
Total	**$3,568**

[a] Total Title II-A includes $1,592.9 million in SDA expenditures and $322.7 million in State set-aside expenditures.

[b] Total Title II-B includes $637.5 million in SDA expenditures and $11.3 million in summer expenditures by Native American grantees.

[c] Total Title IV covers Job Corps ($632.6 million); Native American programs ($59.2 million); migrant programs ($55.5 million); other costs (veterans [$10.2 million] and national activities [$51.4 million]). The veterans and national activities figures reflect FY 1987 outlays.

Source: U.S. Department of Labor, Employment and Training Administration.

Youth Initiative

The widening gap between the job skills employers require and the qualifications of disadvantaged youth prompted the Department of Labor in PY 1986 to step up broad-based JTPA efforts that focus on the needs of at-risk youth and provide guidance on effective programming for this target group. The reason for DOL's action was clear: the needs of the youth and the challenge of an increasingly competitive world economy required immediate intervention.

Youth 2000, a nationwide call to action begun in the mid-1980s, was designed to enlist the involvement

Title-by-Title Summary of the Job Training Partnership Act, PY 1986

The following title-by-title synopsis of JTPA explains major provisions of the federally funded, nationwide training program.

Title I—Job Training Partnership. Sets general program guidelines and planning and administrative requirements. Title I, for example, establishes a system of performance standards that measure the program's impact on participants, and describes local, State, and Federal responsibilities for administering the law.

It establishes State Job Training Coordinating Councils, appointed by Governors to provide advice and counsel on job training matters. It also establishes service delivery areas (administrative districts into which the Nation is divided for JTPA purposes, typically a city or county of 200,000 or more population) and Private Industry Councils (PICs).

Each service delivery area is required to set up a PIC, a majority of whose membership must represent local businesses. In partnership with the chief local elected official, PIC members provide policy guidance and have oversight responsibilities for local JTPA programs. The training plan developed by the PIC and the elected official must be approved by the Governor.

Title II—Training Services for the Disadvantaged. Authorizes a wide spectrum of year-round job preparation programs for economically disadvantaged youth and adults under Part A. Up to 10 percent of an SDA's program participants are not required to be economically disadvantaged, if they face barriers to employment.

Title II–A programs are financed through block grants to the States, based on a formula which considers the relative shares of unemployed persons and economically disadvantaged persons in each State. Seventy-eight percent of the funds a State receives are allocated by formula to service delivery areas; the remaining 22 percent is for State "set-aides": 8 percent for State education agencies, 6 percent for incentives to programs exceeding performance standards and for technical assistance; 5 percent for auditing, administration, and support of the State Job Training Coordinating Council; and 3 percent for training programs for older persons.

Title II–B authorizes summer jobs and related training and educational services for disadvantaged youth. As with Title II–A funds, summer funds are distributed to the States and SDAs by a formula.

Title III—Employment and Training Assistance for Dislocated Workers. Establishes a program of employment-related services to dislocated workers—persons who have been laid off or are about to be laid off, often because of technological or structural economic change, and are unlikely to return to their previous occupation or industry.

The bulk of the funds is allotted proportionately to the States based on a formula which considers relative unemployment and long-term unemployment. Funds are also available for the Secretary's use for special projects. (The Omnibus Trade and Competitiveness Act of 1988 substantially revised Title III.)

Title IV—Federally Administered Programs. Authorizes Job Corps, programs for Native Americans and migrant and seasonal farmworkers, veterans' services, and national activities, which include research and evaluation, pilot and demonstration projects, training and technical assistance, labor market information programs, the National Commission for Employment Policy, and the National Occupational Information Coordinating Committee.

Title V—Miscellaneous Provisions. Amends the Wagner-Peyser Act (which authorizes the public employment service), among other provisions.

NOTE: The summary describes the Job Training Partnership Act (P.L. 97–300) as it existed in Program Year 1986. Enacted on October 13, 1982, the law has subsequently been amended by P.L. 97–404; P.L. 98–524; P.L. 99–496; P.L. 99–570; P.L. 100–418 (the Omnibus Trade and Competitiveness Act of 1988), which established a new program for dislocated workers under Title III; and P.L. 100–628 (the Stewart B. McKinney Homeless Assistance Amendments Act of 1988). P.L. 100–628 redesignated Title V as Title VI and established a new Title V incentive bonus program, funding for any fiscal year for which is contingent on an increase in the appropriation for Title II–A that exceeds any increase in the Consumer Price Index.

of all sectors of society in helping vulnerable youth achieve social and economic self-sufficiency. While the majority of youth are not affected, a significant portion of the young population is at-risk of not making a successful transition to responsible adulthood and productive employment.

Sponsored by the Departments of Labor and Health and Human Services (HHS), the Youth 2000 campaign promoted three objectives in PY 1986:

- To stimulate discussion of youth issues at the local community level;
- To encourage a comprehensive and coordinated response to the problems identified by setting examples at the national level which demonstrate joint action between Federal agencies and the private sector; and
- To leverage resources and tap creativity at the local level where the problems facing disadvantaged young people must be addressed.

In PY 1986, the Department provided JTPA grants to 13 States to establish projects that supported Youth 2000 objectives. States receiving funds sponsored a number of activities concerned with the issue of at-risk youth, such as research, workshops, and dissemination of information. In conjunction with State and local agencies and other representatives of the training and employment community, DOL regional offices facilitated a number of Youth 2000 conferences and meetings, to expand the dialogue begun at the Federal level and focus on local issues.

JTPA PY 1986 funds helped launch new youth demonstrations, in West Philadelphia, Pa., and in Washington, D.C. The school/community-based project in the Philadelphia area, run by a partnership of local business, labor, and education leaders, provided inner-city youth with a variety of services, including preapprenticeship training, coupled with hands-on experience in housing rehabilitation, under supervision of union journeymen. The project was designed to yield information useful in revising the high school curriculum.

By contrast, the Washington project trained disadvantaged youth in the metropolitan area for potential careers in sports management, sports apparel, and other sports-related industries. Conducted during the school year and the summer by the Lee Elder Management and Instructional Institute, the program included career information, counseling, work experience, apprenticeship assignments, and ultimately placement in sports-related industries.

A number of promising demonstrations was continued in PY 1986 with JTPA funding. The Young Astronauts Career Exploration Project assisted schools and community groups in setting up Young Astronaut Chapters targeted to economically disadvantaged youth. The objective was to encourage these youths to complete high school, plan for post-secondary education, and focus on high tech career choices.

Building on the previous year's experience, the Job Skills Training and Employment Program helped six metropolitan communities provide marketable skills and jobs for hard-to-employ youth with the aid of in-kind support from the military in the form of personnel, facilities, tools, and equipment. The program was operated by Youth Services USA, Inc.

Another demonstration, conducted by the 70001 Training and Employment Institute, continued to test at two sites (Dallas, Tex., and Birmingham, Ala.) a model program that can be replicated nationally for

Table 2
JTPA Funding by Activity for PY 1986

Activity	Appropriation (Dollars in Thousands)
Block Grant Programs (Title II–A)	$1,783,085
Summer Youth Employment and Training Programs (Title II–B)	635,976
Dislocated Worker Assistance (Title III)	95,702
Federally Administered Programs (Title IV)	797,547
Job Corps	(612,480)
Native Americans/Indians	(59,567)
Migrants/Seasonal Farmworkers	(57,762)
Veterans*	(9,251)
Other Federal Activities	(58,487)
TOTAL	$3,312,310

*Veterans' employment and training programs are targeted to veterans with service-connected disabilities, veterans of the Vietnam era, and veterans who are recently separated from military service. These programs are administered by the Department of Labor's Office of the Assistant Secretary for Veterans' Employment and Training and reviewed in the Secretary's annual report to Congress on departmental veterans' activities.

Note: JTPA is a "forward funded" program. A JTPA appropriation, always made for the fiscal year which begins on October 1, provides funds which are available for the program year which starts the following July 1. The timing gives State and local planners advance notice of their funding levels. Expenditures in any given program year may exceed the new appropriation for that period because of the availability of carryover funds from prior years.

Source: U.S. Department of Labor, Employment and Training Administration.

serving alienated youth. Previously, many of these services have been provided separately; however, the combined approaches of this demonstration provided insights into both the problems of and ways to serve this particular group of young people.

The Cities in Schools (CIS) demonstration program, extended for another year, also received JTPA funds. This public/private partnership program operated in some 90 sites in 23 communities during PY 1986, bringing parents, employers, and community agencies together with school personnel to help dropout-prone youth stay in school and to reduce violence in schools. CIS received support from the Federal Government (Departments of Labor, Justice, HHS, and Education) and from the private sector. Local PICs play a role in the program in most CIS communities.

Finally, two multi-site demonstrations, JOBSTART and STEP, together involving more than 7,100 young people, received PY 1986 funds to continue operations. (See Chapter 2 for more discussion of these two projects.)

To add to the Department's knowledge about youth programming, a grant was awarded to the Jacksonville, Fla., PIC to review the experience of the city's summer program over a two-year period. The Jacksonville program included a remedial education component before this was a Federal requirement and thus was able to provide researchers with important participant followup data.

Mississippi's Alcorn State University, the oldest historically black land grant university in the U.S., also received JTPA grant funds to develop and test program models that historically black colleges and universities could use to provide training and basic educational services to the JTPA system.

In addition, DOL commissioned an evaluation of the six comprehensive teen parent centers which comprised the national Adolescent Parent Demonstration Program, jointly funded by ETA and HHS. Replication of the teen parent centers was promoted to other communities, principally through technical assistance and workshops.

To encourage more substantive competency-based training for youth, DOL issued new reporting instructions in PY 1986 which required SDAs to report the number of youth attaining competencies. The instructions defined the competencies to be included (such as reading, oral communication, problem-solving, resume writing) and defined those elements constituting a "sufficiently developed" youth competency system (such as pre- and post-JTPA assessment, a curriculum covering a variety of youth needs, and documentation of the need for and achievement of individual competencies).

The Department developed a legislative proposal in PY 1986 that targeted JTPA services and resources more directly to one of the most at-risk populations, young parents on welfare and youth in welfare families.

Youth were also primary beneficiaries of the JTPA workplace literacy and coordination initiatives (below) and of "Job Corps II" (see page 12).

Workplace Literacy Initiative

The Nation's changing economy will favor better educated workers, with few jobs available for persons without basic reading, math, communications, and analytic skills. To improve such skills among youth and adult workers throughout the country, the Department devised and funded 13 new demonstration and research projects that looked at new methods and administrative arrangements for delivering literacy training. More than $3 million in PY 1986 JTPA funds was committed to these projects, which included the following:

- Four projects were funded to develop and test the use of interactive videodisk technology to teach workplace literacy skills. Two projects involved the United Auto Workers (UAW), which were operated by the UAW/Ford National Training and Development Center and the UAW-GM Human Resource Center. Domino's Pizza Distribution Corp. and the Consortium for Worker Literacy (supported by eight unions in New York City) also received JTPA demonstration funds for similar purposes.
- SER-Jobs for Progress, Inc., was funded to develop family learning centers and model educational components that provide basic literacy skills for Hispanic youth and adults.
- A joint project of the Departments of Labor, Education, and Defense got underway to adapt the U.S. Army's Job Skills Education Program (JSEP) to civilian use. JSEP is a highly successful computer-assisted approach for teaching young soldiers the basic skills needed for their military occupations.
- Literacy Volunteers of America, Inc., was the recipient of JTPA resources to train volunteers to work on a one-to-one basis with persons with learning problems at four sheltered workshops operated by Goodwill Industries of America, Inc.
- Under joint sponsorship of the Departments of Labor and Education, the Council of State Policy and Planning Agencies used the "academy" technique—a structured combination of seminars, on-site assistance, and individual State activities—to help nine States develop integrated statewide workplace literacy strategies.

● JTPA funds were provided to the American Society for Training and Development to examine best workplace training practices and their transferability through public and private employment systems.

The increasing emphasis on the need to improve literacy skills was further reflected in an Administration-proposed amendment to JTPA which made remedial education an explicit part of Summer Youth Employment and Training Programs. The amendment, which became effective with the 1987 summer program, assures that youth participants not only do not lose ground academically during the summer, but in fact gain basic skills that will help them in remaining school years.

Dislocated Worker Initiative

Worker dislocation became a serious problem in the 1980's as major American industries were hard-hit by the introduction of new technologies, changed consumer preferences, and increased international competition. The Federal Government actively supports efforts to lessen the impact of these changing conditions on affected workers.

To this end, the Department of Labor in PY 1986 developed legislation to create a new worker adjustment program which would replace Title III of JTPA. The proposed legislation, transmitted to Congress in February 1987, was based on earlier research and experience and was designed to provide rapid training and placement assistance for this group of workers.

There were developments during PY 1986 in the Canadian-American Plant Closing Demonstration Project, a joint effort of the Department and the National Governors' Association to familiarize the JTPA community with the Canadian system of assisting workers, firms, and communities in adjusting to economic change.[2] The Canadian plan, which has a high placement rate at low cost, emphasizes early intervention and cooperative labor-management strategies, among other features.

Representatives of nine States participated in field training on the plan in Canada, and five States—Idaho, Iowa, Michigan, New Jersey, and Vermont—began testing the approach on plant closings in the U.S.

Program Coordination Initiative

The human service delivery system in the U.S. often is fragmented, duplicative, and confusing to people who need help. To generate working models of how JTPA can be part of a comprehensive services program for young clients with multiple problems, DOL earmarked JTPA funds in PY 1986 for 17 new "coordination" projects.[3] The coordination approach was adopted to demonstrate linkages among local federally-funded human resource agencies, and in the process increase program cost-effectiveness.

Jointly funded with the Department of Health and Human Services, the new programs delivered a range of services to developmentally disabled youngsters and at-risk youth, including juvenile offenders, economically disadvantaged Native American youngsters, and foster care, homeless, and runaway youth.

Local Private Industry Councils were heavily involved in most of the demonstrations, all of which linked local JTPA programs with other social and education services. For all but two of the projects, DOL had the option of providing funds for at least one additional year.

Nearly $500,000 in JTPA funds was provided for the 17 new projects in PY 1986. Twenty-eight "coordination" projects had been jointly sponsored with HHS in the previous program year. Twenty of these earlier efforts, which served disadvantaged adults as well as youth, also received PY 1986 funds from the two Federal agencies. DOL's contribution to their second year of operations was $1.4 million in JTPA funds, bringing to $1.9 million the department's total PY 1986 commitment to this type of coordination effort with HHS.

The 20 projects funded for a second year included the six teen parent centers under the Adolescent Parent Demonstration Program that provided health and employment-related services to pregnant teens and four State-level demonstration programs that attempted to expand the level and array of services provided to disadvantaged persons through a variety of organizational reforms.

Presidential Awards Program

The Department planned and organized in PY 1986 an annual Presidential Awards Program whose purpose is to recognize accomplishments under JTPA and expand support for innovative and effective programming. Required by Section 172 of JTPA, the program provides awards for model programs and outstanding contributions to the JTPA system by the private sector.

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[2] The plant closing demonstration program was managed by the Department's Bureau of Labor-Management Relations and Cooperative Programs.

[3] Many projects described under the youth and workplace literacy initiatives were also joint ventures with other Federal agencies and the private sector. As with the "coordination" projects cosponsored with HHS, these efforts link programs for specific groups, to demonstrate more effective provision of services to JTPA clients.

The first awards, presented at a ceremony in Washington, D.C., in March 1988, recognized achievements during PY 1986. Eight winners and 10 honorable mentions were cited.

Program Activity by Title

Title II-A—Adult and Youth Programs

More than 1.3 million persons were enrolled in JTPA Title II-A programs during PY 1986, and expenditures for the year-round programs totaled more than $1.9 billion for the program year.[4] Youth and adult participants received a wide variety of job preparation instruction, including classroom and on-the-job training (OJT), job search assistance, and personal counseling. In many cases, the programs also provided supportive services, such as child care.

Eighteen percent of the Title II-A participants were served under State set-aside programs (in State education programs and projects for older workers). However, the vast majority of participants—over 1.1 million persons—were enrolled in programs conducted in 623 service delivery areas (SDAs), each of which had established a business-led Private Industry Council (PIC). SDA expenditures for the program year came to nearly $1.6 billion.

Forty-four percent of the SDA Title II-A enrollees were under 22 years of age, 52 percent were women, and about 50 percent were minority group members. Ninety-four percent were economically disadvantaged (see Table 3). The average length of stay in an SDA program was 18 weeks.

A majority of Title II-A SDA participants were enrolled in a JTPA training program (34 percent in classroom training and 23 percent in OJT), while the job search assistance and other services categories each served 17 percent. Another 9 percent participated in work experience.

As in the past, women and welfare recipients participating in Title II-A programs were most likely to be assigned to classroom training. Forty percent of the women and 39 percent of those who had been receiving public assistance were placed in this category.

The overall job placement rate for participants who left SDA programs and went immediately into jobs was 61 percent. Their average hourly wage at placement was $4.72. The highest placement rates were for persons who had been enrolled in either OJT or job search programs: 77 percent for both groups. The rate was 46 percent for those placed in work experience, 52 percent for persons enrolled in classroom training, and 56 percent for those receiving other services.

For adult participants (over age 22) only, the placement rate for those who were employed directly after leaving SDA programs was 71 percent. (It was 74 percent for men and 66 percent for women.) The average hourly wage for adults placed was $5.03. For youth in SDA programs, the positive termination rate was 79 percent.[5]

Title II-B—Summer Youth Programs

Title II-B of JTPA authorizes summer youth employment and training programs, which served more than 624,000 economically disadvantaged youngsters in SDA programs in the summer of 1987.[6] These programs, conducted for youth 14 through 21 years of age, provide participants with work experience and an assortment of other job-related services, such as remedial education, training, and counseling.

The 1986 amendments concerning the summer program were implemented in 1987. They require SDAs to assess the reading and math levels of eligible Title II-B participants and provide basic and remedial education services for enrollees who do not meet locally determined education standards.

Expenditures for 1987 summer programs operated by SDAs came to nearly $638 million.

Title III—Programs for Dislocated Workers

More than 219,600 dislocated workers were served under Title III programs during PY 1986 at a total cost of $193.8 million.[7] Depending on their individual

[4] Title II-A data, the latest available at press time, are from the JTPA Annual Status Report (JASR) and the JTPA Semiannual Status Report (JSSR), except the following which are from the Job Training Quarterly Survey (JTQS): percent of participants economically disadvantaged, program activity, percent of women and welfare recipients enrolled in classroom training, and placement rates by program activity and sex. All participant characteristics and experiences describe PY 1986 terminees, that is persons who left JTPA programs during the program year. (The JTQS provides information on a nationally representative sample of new enrollees and terminees.)

[5] Positive termination covers youth who are placed in jobs, join the armed forces, return full-time to school, enter registered apprenticeship programs, or attain PIC-recognized employment competencies.

[6] Title II-B data were obtained from the JTPA Summer Performance Report and were the latest available when this document was prepared for press. Funds for the 1987 summer jobs program were included in the JTPA appropriation for PY 1986; thus this report discusses the 1987 summer program.

[7] Title III data, the latest available at press time, are from the JASR/JSSR except the following which are from the JTQS: percent economically disadvantaged, program activity, and placement rates by activity and sex. Participant characteristics and experiences reflect those of PY 1986 terminees.

Table 3

Participant Characteristics (Percent Distribution) and Outcomes
JTPA Titles II–A, II–B, and III
Program Year 1986[a]

Characteristic	Title II–A	Title II–B[b]	Title III
Sex:			
Male	48%	51%	65%
Female	52%	49%	35%
Age:			
14–15	3%	35%	—
16–21	41%	65%	3%
22–54	54%	—	89%
55 and over	2%	—	8%
Education:			
Dropout	27%	5%	17%
Student	17%	84%	1%
High school graduate	56%	11%	83%
Race/Ethnic Group:			
White	51%	31%	73%
Black	33%	43%	17%
Hispanic	13%	21%	8%
Native American	1%	1%	1%
Asian	2%	3%	2%
Limited English Ability	4%	11%	2%
Handicapped	10%	12%	3%
Single Head of Household	20%	3%	10%
Economically Disadvantaged	94%	100.0%	30%
Outcome			
Entered-Employment Rate	61%	—	68%
Average Hourly Wage at Placement	$4.72	—	$6.93

[a] Titles II–A and II–B data are for programs operated by JTPA service delivery areas.

[b] Title II–B data were obtained from the JTPA Summer Performance Report and reflect characteristics of participants in the 1987 summer program, funds for which were included in JTPA's appropriation for PY 1986.

Note: Data on economically disadvantaged Titles II–A and III participants are from the Job Training Quarterly Survey. All other data for these titles are from the JTPA Annual Status Report. Titles II–A and III data are based on characteristics and experiences of terminees, that is persons who left JTPA programs during PY 1986. Individual items may not add to 100 due to rounding.

Source: U.S. Department of Labor, Employment and Training Administration.

needs and the local labor market, Title III participants receive a wide variety of services, including skills assessment, job search assistance, counseling, remedial education, retraining, and relocation assistance.

JTPA participants under this title include workers who have been, or are about to be, laid off due to technological change, foreign competition, or the permanent closing of a plant or facility. The wide variety of industries from which PY 1986 enrollees had been displaced included manufacturing, farming, meat packing, communications, construction, and electronics.

The average length of stay in Title III programs in PY 1986 was 22 weeks. The entered-employment rate of participants who went directly into jobs was 68 percent. (The rate was 74 percent for men and 64 percent for women.) It was highest for people who had received OJT (89 percent) and lowest (64 percent)

for those in job search assistance. Placement rates for displaced workers assigned to classroom training and other services were 70 percent and 73 percent, respectively. The hourly wage of those placed in jobs averaged $6.93.

Forty-seven percent of terminees had participated in some kind of JTPA training program: 30 percent in classroom training and 17 percent in OJT. Forty percent had been assigned to job search activities and 13 percent to other services.

Ninety-seven percent of Title III participants were at least 22 years of age, 65 percent were male, 73 percent were white, and 83 percent were high school graduates. Thirty percent were economically disadvantaged.

Fifty-nine grant awards to 27 States were made from the Secretary's Title III reserve account during the year. These funds were used primarily to finance projects for workers involved in mass layoffs, for industry-wide and multi-State projects, and for demonstration programs.

Title IV—National Programs

Activities authorized by JTPA Title IV are administered at the national level, in contrast to programs under Titles II and III which are managed at the State and local levels. Four categories of Title IV programs, administered by the Department's Employment and Training Administration, are discussed below: programs for Native Americans and for migrants and seasonal farmworkers, Job Corps, and pilot and demonstration projects. (Activities of two independent committees established by Title IV are covered at the end of Chapter 1. Research and evaluation programs, also authorized by Title IV, are reviewed in Chapter 2.)

Native American Programs

Over 33,900 participants received a variety of employment and training services in PY 1986 under JTPA's Native American Programs. Expenditures for the program year totaled $59.2 million. Thirty percent of the participants received classroom training and 10 percent on-the-job training; 22 percent were enrolled in work experience positions and 6 percent in community service employment; and 32 percent received various supportive services.

The programs operated through grants to 187 Indian tribes, other Native American communities, and various related organizations.

PY 1986 saw the continued promotion of literacy training for participants and of linkages between Native American grantees and other human resource programs, the approval of 11 community benefit projects to be conducted by grantees, and DOL sponsorship of 4 seminars for grantees on program and financial management. In addition, a contractor provided technical assistance, consisting of on-site visits of up to 3 days' duration, to 20 grantees.

Native American grantees also operated summer youth programs under Title II-B. In the summer of 1987, expenditures for these programs totaled $11.3 million. Over 12,350 youth were served.

Migrant and Seasonal Farmworker Programs

Migrant and Seasonal Farmworker (MSFW) Programs provided training and job-related services to over 45,200 participants during PY 1986. Total expenditures for the program year came to $55.5 million. Some 18,600 participants were enrolled in training activities, such as classroom training, OJT, or work experience. Other program enrollees received benefits in the form of supportive services, such as transportation, relocation, and child care assistance.

Youth employability enhancement, with emphasis on returning young participants to school or placing them in long-term training, was an important focus of PY 1986 operations. Some 8,200 farmworker youth, age 14-21 (18 percent of the total enrollment), participated in such activities. In a continuing effort to coordinate farmworker programs with other human resource programs, MSFW grantees were instructed to refer eligible youth to Job Corps centers. Ninety-five percent of the grantees had formal training agreements with private institutions, such as vocational centers.

Other efforts during the 12-month period included development of: partnerships between program operators and private industry, with the aim of promoting customized job training; linkages between grantees and labor union locals, to encourage greater participation of farmworkers in registered apprenticeship programs; and guidelines for accepting newly-legalized agricultural workers into the MSFW program.

There were 53 individual Migrant and Seasonal Farmworker Programs in 48 States and Puerto Rico during the year. A few States ran programs, but the vast majority of grantees that operated programs were community-based organizations.

Job Corps

There were 105 residential Job Corps training centers which served over 103,800 enrollees, including nearly 65,000 new trainees, during PY 1986. The majority of the centers were 100 percent residential, but 46 served some nonresidential trainees who accounted for just under 10 percent of total enrollment. The Job Corps provides severely disadvantaged youth with comprehensive services, including occupational training, education, counseling, and life skills devel-

opment. The program's PY 1986 expenditures totalled $632.6 million.

Major activities were focused on planning the future implementation of a series of pilot and demonstration projects, designed to identify ways to improve program results and reduce costs. Referred to as "Job Corps II," this initiative includes the establishment of two urban nonresidential Job Corps centers and a plan under which selected centers will increase capacity by conducting classes during evening hours, making it possible for enrollees to hold part-time jobs while participating in training.

"Job Corps II" is also concerned with enhancing services to foster care youth and developing stronger ties between Job Corps centers and local JTPA programs and between centers and State agencies that can assist in obtaining child care for corpsmembers with dependent children.

The Job Corps GED program was revised in PY 1986 to incorporate a new writing skills test into the test battery, and a residential living task force was established to identify ways to enhance the social skills development of corpsmembers.

Data show that 80 percent of the PY 1986 enrollees were high school dropouts and the average reading level at the time of enrollment was sixth grade. Seventy-six percent of the corpsmembers had never been employed full-time, 70 percent were minority youth, and 69 percent were male.

Of trainees leaving Job Corps who were available for placement, 79.4 percent were either placed in jobs (63.8 percent) or went on to further education or other training programs (15.6 percent) during the six-month followup period during which placements were tracked. A breakdown of these figures by sex shows the following: nearly 68 percent of male and nearly 55 percent of female corpsmembers available for placement were placed in jobs, and 14 percent of male corpsmembers and nearly 19 percent of female trainees available for placement went on to further education or other training programs.

Pilot and Demonstration Programs

Pilot and demonstration (P&D) programs are administered at the national level to test innovative strategies for improving the job skills of persons who face special labor force barriers. In PY 1986, these programs fell into four major categories:

- *Program Models*—Several projects were designed to address emerging or persistent employment and training problem areas. One replicated a job readiness/placement model that can be used by national organizations serving persons with physical disabilities. Other efforts included a cooperative school/community youth employment program that provided, among other services, preapprenticeship training, job counseling, and placement services to inner-city youth, and a project that offered training and career development to disadvantaged, minority youth in occupations in sports-related industries.

Three program models continued from the previous program year were the Cities in Schools project, a demonstration for alienated youth, and a program that provided marketable skills and jobs for hard-to-employ youth by drawing on underused military facilities. (See section on Youth, page 4, for details on many of these initiatives.) Under this same category, the Department provided funds for 17 new and 20 ongoing "coordination" programs. These ventures, jointly funded with the Department of Health and Human Services, demonstrated ways to promote more cost-effective delivery of services, and ultimately a greater measure of self-sufficiency among program clients. (See section on Program Coordination, page 8.) Some $4.8 million was spent on program models for PY 1986.

- *Handicapped Workers Programs*—National organizations that have expertise in the problems of the handicapped provide direct and indirect training and job-related services to disabled JTPA participants under this category of P&D activities. The Department funded seven such national groups (examples are the Association for Retarded Citizens of the United States and the National Association of Rehabilitation Facilities) which together served some 7,900 disabled persons. In the process of working with JTPA participants, the organizations provide services that address the major physical and emotional impairments that act as barriers to employment, including impaired sight and hearing, epilepsy, and mental retardation. Costs of the programs for PY 1986 came to $3.6 million.
- *Partnership Programs*—Partnership activities are designed to increase the involvement in JTPA of key national business, labor, and community-based organizations that represent broad constituencies and can promote training and cooperation with JTPA within their own organizations and with the private sector and local governments. The six organizations that received JTPA funds from the Labor Department to operate such programs were the National Urban League, Inc., SER—Jobs for Progress, Inc., Opportunities Industrialization Centers of America, Inc., 70001 Ltd., National Alliance of Business, and Human Resources Development Institute, AFL-CIO. Total funds devoted to partnership programs in PY 1986 were $11.7 million.
- *Training Demonstration Programs*—The Department funded eight projects to address industry-wide skill shortages under this category. The economically

disadvantaged client groups served by these programs included women, minorities, youth, persons with limited English-speaking proficiency, and public assistance recipients.

The National Tooling and Machining Association, the International Union of Operating Engineers, and PREP, Inc., were among the major employer associations, labor organizations, and other groups to receive training demonstration funds for PY 1986. The cost of training demonstration programs, which provided services to some 3,800 persons, was $2.8 million in PY 1986.

Performance Standards

Performance standards, a unique feature of JTPA, reflect Congress' desire to emphasize training outcomes, rather than the process of training and related service delivery, and to increase accountability at the State and local levels through quantified measures of performance. Performance standards gauge how well the JTPA system is meeting the legislation's three objectives: increased employment, earnings, and reductions in participants' welfare dependency.

Overall, programs met the standards prescribed for the various titles for PY 1986.

Title II-A

The numerical levels for most Title II-A performance measures for PY 1986-PY 1987 were revised, but the seven measures themselves remained unchanged. (See Table 4.)

Governors have the authority to adjust standards for each SDA, to reflect local economic conditions and/or policy issues. The Department provides an adjustment model, updated annually, to assist Governors in the adjustment process.

Training to help JTPA staff use and apply standards effectively was held at three sites and attended by more than 350 representatives of the JTPA community in PY 1986. The sessions served as a forum in which JTPA practitioners could exchange ideas and be provided information on refinements to the adjustment methodology, guidance on using adjustments beyond the model, practical advice on improving followup techniques, and recommendations for implementing more comprehensive youth programs.

Title III

Governors were required to establish a statewide entered-employment rate standard for programs under Title III, and encouraged to set a cost-per-entered-employment goal. A nationwide entered-employment rate of 60 percent was in place for PY 1986 displaced worker programs. No such goal had been established for previous years.

Table 4
Title II-A Performance Standards

Program and Measure	Standards PY 1984–1985	Standards PY 1986–1987
Title II-A Adult		
Entered-employment rate	55%	62%
Cost-per-entered-employment	$5,704	$4,374
Average wage at placement	$4.91	$4.91
Welfare entered-employment rate	39%	51%
Title II-A Youth		
Entered-employment rate	41%	43%
Positive termination rate	82%	75%
Cost-per-positive termination	$4,900	$4,900

Source: U.S. Department of Labor, Employment and Training Administration.

Title IV, Native American Programs

JTPA Native American grantees were issued individual standards for PY 1986 for the three performance measures they were required to meet: entered employment rate, positive termination rate, and cost-per-positive termination. These standards for each grantee were based on their actual performance reported for PY 1984. Grantees could also use an optional community benefit performance measure.

During PY 1986, the Department initiated the first official performance assessment of these grantees, based on a review of their PY 1985 performance against the three required measures and the optional community benefit measure. DOL also completed development of model-based standards for Native American grantees and introduced the new approach as part of the planning cycle for PY 1987.

Title IV, Migrant and Seasonal Farmworkers

Farmworker grantees were required to meet two performance measures in PY 1986: entered-employment

rate and cost-per-entered employment. As in the case of Native American programs, individual PY 1986 standards were established for farmworker grantees based on their actual performance reported for PY 1984.

Model-based standards were also introduced for farmworker grantees as part of the PY 1987 planning cycle.

Title IV, Job Corps

The Job Corps program had four performance standards for its centers in PY 1986. The first three were national standards, that is all centers had the same measures which reflected average performance nationwide. These were: a 90-day corpsmember retention rate, a 180-day retention rate for corpsmembers who met the 90-day standard, and a placement rate for terminees who had remained in the program at least 180 days. The fourth standard, a GED attainment rate, was based on an adjustment model, so that each center's standard was unique. Work began on developing a learning gains standard for both math and reading, using an adjustment model. This activity represented a renewed focus on the importance of literacy in employment and training programs for youth.

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM

More than 100,000 low-income, older workers participated in the Senior Community Service Employment Program (SCSEP) in Program Year 1986. Expenditures for the period totaled $312 million. Through their placement in part-time, subsidized jobs (such as literacy tutor, day care worker, and nutrition, home care, and recreation aides), SCSEP participants provide a range of social and community services, frequently to other senior citizens.

Funds for administering SCSEP are provided to the U.S. Forest Service, Department of Agriculture; to seven national organizations; and to State and territorial governments.[8] The program, whose eligibility is restricted to persons at least 55 years of age with incomes no greater than 125 percent of the poverty level, is authorized by the Older Americans Act of 1965 (P.L. 89-73), as amended. (See Table 5 for characteristics of participants.)

[8] The seven national sponsoring organizations are: Green Thumb, Inc., National Council of Senior Citizens, American Association of Retired Persons, National Council on the Aging, National Urban League, National Association for Hispanic Elderly, and National Caucus and Center on Black Aged.

Table 5
Characteristics of Participants Senior Community Service Employment Program
Percent Distribution: Program Year 1986

Characteristic	Percent
Sex:	
Male	32.2
Female	67.8
Age:	
55–59 years	20.7
60–64 years	28.9
65–69 years	24.5
70–74 years	15.5
75 years and over	10.4
Ethnic Group:	
White	63.9
Black	23.2
Hispanic	8.1
Indian/Alaskan	1.5
Asian/Pacific Islander	3.2
Veteran	13.8
Education:	
8th grade and under	28.7
9th–11th grades	21.3
High school	33.3
1–3 years college	11.9
4 years college	4.8
Family income below poverty level	81.5

Source: U.S. Department of Labor, Employment and Training Administration.

In addition to placement in part-time community service jobs, participants can receive training and retraining, personal and job-related counseling, and supportive services. About 20 percent of the PY 1986 participants were eventually hired into unsubsidized jobs, many by the same agency that employed them while they were SCSEP enrollees.

To enhance services for the older worker, the Department continued a number of special efforts during the year. They included: encouraging SCSEP sponsors to improve the geographical distribution of resources, so that all eligible persons, regardless of where they live within a State, have the same opportunity to participate in the program, and improving coordination of SCSEP activities with those of other employment-related programs, particularly with Job Corps and programs operated under JTPA's 3 percent set-aside for older workers.

APPRENTICESHIP

A number of new and continuing apprenticeship initiatives received attention during FY 1987, the period which marked the 50th anniversary of the Department's administration of the National Apprenticeship Act.[9] All initiatives were designed to ensure that the national apprenticeship system remains a viable and effective method of meeting the Nation's present skilled workforce requirements, and the anticipated human resource needs of the 21st century.

The Department, for example, launched a review of the apprenticeship concept, to generate a dialogue within the apprenticeship, business, and labor communities on ways to improve and expand the system. A concept paper was developed, as a first step in the process. The paper was later widely circulated, and based on comments, an action plan drawn up for expanding this particular method of training for the skilled trades.

The Secretaries of Labor and Education sent a joint letter to all State/territorial governments, encouraging them to establish a State apprenticeship/vocational education coordinating steering committee and to appoint a committee contact representative. The letters implemented a previously negotiated agreement between the two departments which called for increased cooperation between vocational education and apprenticeship programs. DOL published a technical assistance guide to help State and local officials develop program linkages, and prepared a directory of steering committee contact representatives.

The final report of a nationwide review of apprenticeship related instruction was prepared during the 12-month period. The report provided consistent information on State laws and regulations pertaining to classroom training for apprentices, identified issues requiring additional review and research, and pointed to other areas needing followup action. To improve the quality of apprenticeship programs, the review of the delivery of related instruction had been initiated the previous year.

The Department continued to adapt the national apprenticeship system to changing technological developments by encouraging sponsors to consider performance-based/competency-based programs, revising standards to keep them current, and approving additional occupations as suitable for apprenticeships.

During FY 1987, the Department also assumed responsibility for apprenticeship activities in Colorado, an action required when the State legislature ceased providing funds and repealed the State apprenticeship law. DOL moved closer to full implementation of the on-line Apprenticeship Management System; by the end of the year, data on 77 percent of all registered apprentices and 68 percent of all registered programs were stored in the automated system.

Table 6
Apprenticeship Statistical Highlights FY 1987

- Approximately 380,000 apprentices were registered with the national apprenticeship system during the October 1986–September 1987 period. This figure included about 50,000 apprentices who were enrolled in programs sponsored by the United States Armed Forces.
- At the end of the fiscal year, there were over 43,500 registered apprenticeship programs, and 772 recognized apprenticeship occupations.
- More than 1,500 compliance reviews were made during the year to determine if program sponsors were conforming to apprenticeship equal employment opportunity (EEO) requirements and to provide technical assistance to help sponsors meet those requirements. In addition, compliance reviews were made of all 27 State apprenticeship councils.
- Nearly 2,000 apprenticeship programs were reviewed on-site and provided technical assistance, as part of a continuing effort to improve the quality of apprenticeship training.
- At the end of the 12-month period, minorities accounted for nearly 20 percent of all apprentices in registered programs and women accounted for nearly 7 percent of the total.

Source: U.S. Department of Labor, Employment and Training Administration.

EMPLOYMENT SERVICE

Some 7 million persons were provided job-related services, and nearly 3.2 million of them placed in jobs through the public employment service (ES) during PY 1986. The ES is a joint effort of the Department's U.S. Employment Service (an ETA component) and approximately 2,000 full-time and part-time local offices of 54 State Employment Security Agencies (SESAs). The operation of a nation-

[9] The National Apprenticeship Act of 1937 (P.L. 75-308), also known as the Fitzgerald Act, established the pattern for today's system of Federal Government assistance to apprenticeship programs. Under the act, the Bureau of Apprenticeship and Training, an agency within ETA, is responsible for setting minimum quality standards of training for the Secretary. Federal funds are not used in the training of apprentices; program sponsors (employers or groups of employers and unions) arrange for, oversee, and finance the training.

wide labor exchange is the basic function of the ES (called the Job Service in some States). The labor exchange program provides counseling, testing, job-finding, and placement services to job seekers, and recruitment and referral services to employers with job vacancies.

The public employment service is authorized by the Wagner-Peyser Act (29 U.S.C. Section 49 *et. seq.*). Its labor exchange function is financed through base grants from the Department of Labor to the States.

Under the Immigration Reform and Control Act of 1986 (P.L. 99-603), States may verify the employment eligibility of persons the ES refers to jobs and certifies to employers, when job applicants are hired, that their new employees are eligible to work in the U.S. States may finance this optional service from their ES base grants from DOL, or they may charge employers a user fee. The employer is not required to obtain additional proof of new employees' eligibility and by retaining the certification meets the requirements of the 1986 law.

Other ES activities, funded through reimbursable agreements between the Department and the States, include alien labor certification, inspection of seasonal farmworker housing, occupational analysis, test development, the provision of State and local planning information, and vouchering and certification under the Targeted Jobs Tax Credit (TJTC).

This section discusses the ES' labor exchange, alien certification, and TJTC activities. It also reviews developments in the labor surplus areas program.

Labor Exchange Activities

Over 19 million persons registered with the network of local ES offices during PY 1986. Approximately 7 million applicants were provided some job-related service (counseling, testing, job referral), and over 3.2 million of them were placed in jobs. The nationwide system received almost 7 million job openings from employers, and expenditures for the period totaled $752.1 million.

Considerably more use was made of the Interstate Job Bank (IJB) in FY 1987 than in previous years. By the end of the 12-month period, the IJB was listing more than 5,000 open job orders a week, a 9 percent increase over FY 1986. More than 40 percent of these vacancies were for professional, technical, and managerial jobs. Referrals reported to IJB openings averaged over 350 a week.

A greater number of SESAs also acquired the ability to communicate electronically with the central job bank. By the fiscal year's end, 13 were telecommunicating their weekly IJB listing from their computers directly to the IJB computer.

States became increasingly involved in coordinating the planning, management, and operation of ES services with those of JTPA programs. SESAs developed State and local planning information to help PICs,

Table 7
United States Employment Service Program Data

	PY 1984[a]	PY 1985[b]	PY 1986
Total Applicants	20,041,755	19,911,505	19,219,205
Female (percent)	45.7%	42.1%	44.2%
Economically disadvantaged (percent)	12.8%	10.6%	11.7%
Job Openings Received	7,528,900	6,950,360	6,967,834
Major Services Provided			
Counseling	621,108	640,534	602,520
Referred to training	164,921	211,036	246,104
Referred to jobs	7,039,488	7,291,373	6,944,992
Placement into Jobs			
Individuals	3,480,077	3,429,905	3,246,508
Transactions[c]	5,081,599	4,856,308	4,516,298
Expenditures	$676.6 million	$736.7 million	$752.1 million

[a] Data do not include Arizona.
[b] Includes some estimated data.
[c] Includes multiple placements of individuals.

Source: U.S Department of Labor, Employment and Training Administration.

and assisted SDAs in use of the data. They placed more emphasis on providing displaced workers with a total package of services, and several SESAs expanded their job and career-change counseling programs.

Concerned about the employment service's responsiveness to emerging—as well as current—needs of the labor market, the Department hosted a series of public hearings in the fall of 1986 to assess the purpose and role of the labor exchange of the future. Based on discussions at these hearings, plus comments in response to a *Federal Register* notice and research on future labor market requirements, the Administration proposed legislation that provided for decentralizing to the States authority for planning and administering the delivery of ES services. While limited Federal oversight would be maintained, the proposal provided for an expanded role for the Governors and the private sector in ES activities. There was no action on the proposal in the 100th Congress.

Alien Labor Certification

The Department approved 38,935 applications from employers to bring in foreign workers for permanent and temporary non-agricultural jobs during FY 1987. Administered by the U.S. Employment Service and its affiliate SESAs, the labor certification process assures that the admission of aliens for employment will not adversely affect job opportunities, wages, and working conditions of U.S. workers.

A total of 23,604 jobs in temporary agricultural work, to be filled by foreign workers, were certified by the Department during Calendar Year 1987.[10] Starting on June 1, 1987, these certifications were processed according to the requirements of the new "H-2A" program. (Previously, the program was called the H-2 program.)

The labor certification program is authorized by the Immigration and Nationality Act (INA) of 1952 (P.L. 82-414), as amended by P.L. 89-236, P.L. 94-484, P.L. 94-571, and the 1986 Immigration Reform and Control Act (IRCA). The 1986 law amended the INA and codified the Department's role in the new H-2A temporary alien agricultural labor certification program.

Under the H-2A program, employers seeking certification for temporary agricultural jobs must apply to DOL at least 60 days prior to the date workers are needed. DOL determines: (1) the minimum wages, benefits, and working conditions these employers must offer their U.S. and alien workers, and (2) the availability of U.S. workers for specific jobs for which temporary foreign workers are being requested. After DOL grants a certification, the Immigration and Naturalization Service authorizes the admission of the foreign workers.

Targeted Jobs Tax Credit

The Targeted Jobs Tax Credit offers private employers a credit against their income tax liability for hiring individuals from nine targeted groups whose members traditionally have had difficulty obtaining and holding a job. Administration of the TJTC is a joint responsibility of the Department of Labor (through the network of local SESA offices) and the Department of the Treasury.

During Calendar Year 1987, 1,158,568 vouchers were issued to qualified workers from the targeted groups, and 600,011 of them were certified for employers.[10] However, the 1987 certification figure includes a significant number of workers hired in 1986 because of a data reporting lag related to the temporary expiration of the credit in 1986 and subsequent retroactive extension. The certification documents an employer's eligibility for the tax credit. The credit is equal to 40 percent of the first $6,000 paid to a "vouchered" member of a targeted group. Employers must retain the workers for at least 90 days before claiming the credit.

The nine targeted groups include economically disadvantaged Vietnam-era veterans, certain handicapped persons, economically disadvantaged youth, and recipients of Aid to Families with Dependent Children (AFDC). The TJTC program was first authorized by the Revenue Act of 1978 (P.L. 95-600), and has been modified several times over the years.

Labor Surplus Areas Program

Over 600 civil jurisdictions were added to the labor surplus area data base in FY 1987, as a result of a new law (P.L. 99-272) which required that the population criterion for labor surplus areas be reduced from 50,000 to 25,000.

Labor force data were developed retroactively for each of the 600 areas for 1984 and 1985, the computer data base was expanded, and a new labor surplus areas list, incorporating the required changes, was issued effective April 1, 1987. The list contained 1,556 areas compared with 1,448 areas on the previous list when the population measure was still 50,000. Employers located in such areas receive preference in bidding on Federal contracts.

From April 1 through September 1987, 23 new areas were added to the list under the "exceptional circumstances" criteria. These include circumstances such as plant closings, natural disasters, mass layoffs, and contract cancellations.

[10] Program reports on a calendar year basis.

The Department of Labor has been delegated responsibility for designating jurisdictions as "labor surplus" since the program began in the early 1950s. The U.S. Employment Service is the departmental component responsible for this activity. In addition to P.L. 99-272, the program's authorizations include P.L. 95-89 and P.L. 96-302.

WORK INCENTIVE PROGRAM

At the end of FY 1987, over 1.5 million welfare clients were registered with the Work Incentive (WIN) Program which helps applicants for and recipients of Aid to Families with Dependent Children (AFDC) find and keep unsubsidized jobs.[11] WIN provides participants job search assistance, work experience, on-the-job training, and vocational and other classroom instruction, as well as child care and other supportive services.

WIN was established by amendments to Title IV (Parts A and C) of the Social Security Act by the Social Security Amendments of 1967 (P.L. 90-248).[12] The program contains a mandatory work requirement for all nonexempt AFDC applicants and recipients as a condition for eligibility for AFDC benefits.

In Fiscal 1987, there were 28 regular State WIN programs. These programs were jointly administered at the Federal level by the Department of Labor, through ETA, and by the Department of Health and Human Services (HHS), through the Family Support Administration. At the State level, they were administered jointly by the State employment service and the State welfare agency.

The Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35) gave States the opportunity to conduct a WIN demonstration program which offers greater flexibility. Twenty-six States chose a demonstration program for FY 1987. These programs were administered solely by HHS at the Federal level and by the welfare agency at the State level.

FY 1987 WIN grants totaled $126 million: $35.9 million to regular WIN States and $90.1 million to demonstration States. The previous year, grants totaled $203.2 million, with $58.8 million going to regular WIN States and $144.4 million to demonstration States.

Table 8
Work Incentive Program Statistics
Regular and Demonstration Programs

	FY 1986	FY 1987
Budget Authority (Grants to States)	$203,195,000	$126,000,000
AFDC Families[a]	3,750,000	3,741,000
Total WIN Registrations At the End of the Fiscal Year[b]	1,570,151	1,515,327
Individuals Finding Unsubsidized Jobs During Fiscal Year	270,004	278,788
Persons off Welfare Because Employed During Fiscal Year[c]	176,073	158,268

[a] Number of AFDC families is based on data from the U.S. Department of Health and Human Services, Family Support Administration.

[b] Registrations: In both FY 1986 and FY 1987, there were 28 WIN regular and 26 WIN demo States. The term "State" includes the District of Columbia, Puerto Rico, Guam, and the Virgin Islands.

[c] Off welfare employed: Individuals whose earnings at job entry enable them to be removed from the AFDC rolls.

Source: U.S. Department of Labor, Employment and Training Administration; U.S. Department of Health and Human Services, Family Support Administration.

The WIN client population includes a high proportion of groups who traditionally have had problems in the labor market: 79 percent are women, 54 percent are members of minority groups, and slightly more than half did not complete high school.

UNEMPLOYMENT INSURANCE PROGRAM

More than 7.5 million persons received jobless benefits totaling $15.1 billion under the regular State unemployment insurance (UI) and extended benefits programs in FY 1987.

The Federal-State UI system provides cash payments directly to unemployed persons who were engaged in work covered by State UI laws, lost their jobs through no fault of their own, and are looking for new employment.

Fiscal 1987 saw the Department maintain its commitment to several UI initiatives. The principal pro-

[11] This section responds to the report requirements of Title IV, Part C, Section 440, of the Social Security Act.

[12] The Family Support Act of 1988 (P.L. 100-485), signed by the President on October 13, 1988, repeals the WIN Program and replaces it with the JOBS Program, effective October 1, 1990. States may implement the JOBS Program earlier than the effective date. ETA/DOL is working with HHS' Family Support Administration to implement the new program. One of ETA's objective is to coordinate services provided to AFDC recipients under JTPA with those provided under the JOBS Program.

Table 9

Unemployment Compensation Benefits Paid and Beneficiaries by Program

Program	Fiscal 1987	
	Amount (In Millions)	Beneficiaries (In Thousands)
Regular State Unemployment Benefits	$14,980	7,519
Federal-State Extended Benefits (EB)	82	76
Unemployment Compensation for Federal Civilian Employees (UCFE)[a]	182	89
Unemployment Compensation for Ex-Servicemembers (UCX)[a]	134	92
Trade Readjustment Allowances (TRA)[b]	208	55
Disaster Unemployment Assistance (DUA)[c]	8	11[d]
Total	15,594	7,671[e]

[a] The UCFE program provides benefits to jobless former Federal civilian employees, and the UCX program provides benefits to unemployed ex-servicemembers. Both programs are financed with Federal funds, with States—through agreements with the Secretary of Labor—determining benefit amounts and terms and conditions of receipt. Figures above include joint claims.

[b] Trade readjustment allowances are provided to workers laid off by firms affected by import competition. Claimants must exhaust eligibility to regular UI and EB before collecting TRA. (See section on trade adjustment assistance.)

[c] Disaster unemployment assistance aids workers made jobless by a major disaster as declared by the President. Benefit payments are funded out of the Federal Emergency Management Agency appropriation. Most FY 1987 DUA beneficiaries also received some regular UI benefits.

[d] Estimate.

[e] To avoid duplication, EB, TRA and DUA recipients are not included in total, and the approximately 29,000 UCFE/UCX beneficiaries with joint claims are counted only once.

Source: U.S. Department of Labor, Employment and Training Administration.

jects dealt with improving the program's integrity and examining ways to expedite UI recipients' return to work, particularly those who have been unemployed for long periods. These activities are discussed later in this section.

The Department also completed the public comment process intended to solicit suggestions for elements that should be contained in any long-term changes in the UI administrative financing system. Based on comments received, the Administration transmitted to Congress proposed legislation that would further decentralize administrative financing responsibilities to the States.

The proposal was designed to improve program productivity and increase State flexibility in administering the UI program. No action occurred on this initiative during the 100th Congress.

Under the UI system, regular benefits are payable for up to 26 weeks in most States, and extended benefits (EB) are payable in individual States when "triggered on" by periods of high unemployment in a State. EB payments increase a claimant's benefit entitlement by half of their entitlement to regular benefits, for a combined total of up to 39 weeks. (EB was paid by five States during FY 1987.)

Although four States also collect small taxes from employees, the Federal-State UI system is financed primarily through State taxes paid by employers on the wages of their covered workers. Funds collected are held in trust for the States in the Unemployment Trust Fund in the U.S. Treasury.

In addition to the Federal-State system, the Department administers several smaller Federal unemployment compensation programs. (See Table 9.)

The UI system covers more than 96 million workers, virtually all persons working for salaries and wages in the Nation. It was established under the tax credit and grant incentives enacted in the original Social Security Act of 1935. Each State in the system has developed a program best adapted to conditions within the State.

UI Program Integrity

To ensure that the UI system is both fiscally sound and equitably administered, the Department of Labor has established a permanent Quality Control (QC) program which will eventually assess the accu-

racy and timeliness of the full range of UI operations—benefit payments and tax collections. While this program is the principal component of efforts to improve program quality, the Department supports a number of other on-going UI integrity activities.

Quality Control System

The Secretary of Labor issued the final regulation establishing a permanent QC program for the Federal-State unemployment insurance system on September 3, 1987, with an effective date of October 5, 1987. The action made the system a requirement for all States.

In brief, quality control consists of State Employment Security Agency (SESA) staff taking a sample of UI activities, investigating the sample to determine if all laws and policy procedures were followed correctly, indicating the causes of any errors, and taking corrective action.

Initially, the QC program covered intrastate payments in the regular UI program and in the federally funded Unemployment Compensation for Ex-Servicepersons and Unemployment Compensation for Federal Employees programs. Other elements of the QC system—for example, interstate payments, benefit denials, and tax collections—will be phased in later.

During FY 1987, development work on the system continued, with the initiation of pilot projects that looked at benefit denials and the feasibility of collecting data by telephone.

Three distinct options for incorporating denials activity into the program were tested by five States: Pennsylvania, South Carolina, Louisiana, Iowa, and Washington. The Department will evaluate the various methods and determine how best to consolidate this aspect of UI activities into the quality control effort.

Since the inception of the QC program and its forerunner, the Random Audit project, person-to-person interviews have been the standard required method for gathering information on the validity of selected payments. The in-person procedure requires travel to interview claimants, verify employer records, and validate work search or any other necessary third party contacts. This procedure has been used to ensure the accuracy of each sample case selected for investigation.

For the 15-month period beginning October 1, 1986, the Idaho State Employment Security Agency operated a pilot to determine if the same degree of accuracy could be obtained via telephone contacts, thereby cutting down travel time and expenses. To gain information from States with different characteristics, additional pilot tests will have to be conducted.

The integrity of the system was also reinforced through regional and national office monitoring of QC activities, the focus of which was the elimination or reduction of nonstatistical errors in data collection. Identified problems were shared with State and regional staffs. Although this continues to be a major concern, emphasis has shifted to helping States in using the data, and quantitative analysis training was provided staff in all States during the fiscal year.

Ongoing Initiatives

Over 5.5 million eligibility reviews were conducted in the regular UI program during FY 1987. Approximately $299 million in overpayments was found and more than $137 million in recoveries realized.

States continued to operate UI model systems, to better identify potential fraud cases and increase the amount of overpayments recovered. By September 1987, 30 States had installed the Model Crossmatch System and 36 were operating the Model Recovery System. State agency staff also received training in automated auditing techniques.

States kept up efforts to improve procedures and install internal controls designed to prevent unauthorized employee manipulation and embezzlement of UI funds. The Department also developed a comprehensive UI computer security technical assistance guide.

Forty-one DOL Office of Inspector General audits of the Federal share of EB were completed during the year. States directed considerable effort to respond to operational weaknesses identified in these audits.

Reemployment Assistance Demonstration Projects

The Department has initiated a series of demonstration projects to test the feasibility of identifying potential UI exhaustees early in their benefit period and providing several different forms of reemployment assistance in order to facilitate early return to work. The assistance, not currently available to UI recipients on a regular basis, is targeted to individuals believed likely to exhaust their UI entitlement and have difficulty finding new work.

Project findings could have implications for developing a nationwide reemployment assistance program. The projects themselves have the potential for reducing the length of time a person is jobless, lowering the unemployment rate for participating States, and producing savings in UI payments to workers.

New Jersey Program

In July 1986, the New Jersey UI Reemployment Program began an experiment to determine whether the UI system can be used to identify displaced workers early in their jobless spells and to test the impact of three alternative early intervention strategies. The three packages of services tested were job search assistance, job search combined with training or relocation assistance, and job search combined with a cash bonus for early reemployment. A key feature of the program was the coordinated efforts of the ES, JTPA, and UI systems in providing the services and identifying eligible claimants, more than 7,000 of whom had been offered services by the time the program ended on September 30, 1987.

An interim study found the program overall resulted in 0.64 fewer weeks of UI benefits paid. This translates into a reduction in benefits of just over $100 per eligible claimant. (This decrease applies to all enrollees in the project, not only those who used the reemployment services.)

Reemployment Bonus Demonstration Projects

As extensions of the New Jersey project, the States of Pennsylvania and Washington were selected to operate demonstrations in FY 1988 and FY 1989 that were designed to study the effectiveness of offering a cash incentive to new claimants for obtaining a job early in their jobless stage. Participants were persons who, based on specific criteria, were expected to have difficulty returning to work.

Preliminary results from the New Jersey project indicated that the reemployment bonus was particularly successful in reducing the duration of unemployment and thus warrants further study. The Pennsylvania and Washington projects will help determine the appropriate level at which to set the bonus.

Self-Employment Demonstration Project

Washington State was also selected to conduct a self-employment demonstration as part of an effort to explore alternative ways to use the UI system to deal with structural unemployment problems. Although other countries have established such programs, the concept of self-employment as an alternative use of UI had not been tried in the U.S.

To encourage participants to set up their own businesses, the demonstration essentially involves making available to claimants at the beginning of their period of unemployment all or part of the benefits they would receive while looking for a job. Unemployed workers are now ineligible for UI if they attempt to become self-employed.

Several European countries, including France, Great Britain, Belgium, and the Netherlands, have enacted programs to encourage the unemployed to use their existing skills to create jobs for themselves through the use of financial grants and other assistance that fosters entrepreneurial ventures. The limited evaluations and results of the European programs suggest that a number of factors—including eligibility and lump sum versus periodic payments—need to be considered in designing such programs.

The U.S. experiment includes the provision of counseling, testing, and supportive services related to starting a business, with a self-employment payment based on participating claimants' UI entitlement. A comprehensive evaluation component is an important feature of the demonstration.

TRADE ADJUSTMENT ASSISTANCE FOR WORKERS

The Trade Adjustment Assistance (TAA) for Workers Program, contained in Title II of the Trade Act of 1974 (P.L. 93-618), as amended, provides cash benefits and reemployment services—including job training, job search, and relocation aid—to eligible workers who lose their jobs, or whose hours of work and wages are reduced, as a result of increased imports.

The Secretary of Labor certifies worker groups of a firm, or subdivision of the firm, as eligible to apply for assistance under the program if:

- A significant number or proportion of the petitioning workers have become totally or partially separated from their job or are threatened with total or partial separation;
- Sales or production, or both, have decreased absolutely; and
- Increases of imports of articles like or directly competitive with the produced articles have contributed importantly to the workers' separation and to decreased company sales or production.

Under agreements with the Department, the SESAs serve as agents for administering the benefit provisions of the program, and individual members of worker groups covered by the Secretary's certifications apply for benefits and reemployment services at the nearest local SESA office.

To qualify for cash benefits (a trade readjustment allowance—TRA), a worker must have had at least 26 weeks of employment at wages no less than $30 a week within the 52-week period ending with the week of separation. Before receiving TRA, eligible workers must have exhausted their entitlement to all unem-

Table 10
Trade Adjustment Assistance Activity

Item	FY 1987
Trade Readjustment Allowances (TRA)	
Persons filing for TRA	96,985
Persons paid	55,233
Weeks paid	1,345,547
Amount paid (millions)	$208.1
Average weekly benefit paid	$154.68
Reemployment Services	
Applications for reemployment services	48,000
Persons entering training	18,000
Persons receiving job search allowances	1,705
Persons receiving relocation allowances	1,539
TAA recipients obtaining a job	14,284

Source: U.S. Department of Labor, Employment and Training Administration.

ployment insurance benefits. Generally, workers may receive up to 26 weeks of regular UI, followed by 26 weeks of TRA, if they meet other eligibility requirements of the Trade Act. A worker may receive up to 26 additional weeks of TRA to complete an approved training program.

In FY 1987, following fact-finding investigations conducted by the Department, the Secretary certified 889 worker groups as eligible for adjustment assistance. Collectively, the certifications covered about 112,900 workers. A total of 1,877 new petitions were filed by workers, or their representatives, during the fiscal year, and 707 were still in process from the previous year. One thousand four hundred and ninety-one petitions were denied and 80 withdrawn or terminated. At the end of the fiscal year (September 30, 1987), 124 petitions were under investigation.

In FY 1986, 634 worker groups were certified, covering about 93,100 workers. During the period, 1,751 petitions were filed, in addition to the 427 cases still under investigation from FY 1985. A total of 780 petitions were denied and another 57 withdrawn or terminated during the course of the year.

A total of $208.1 million in TRA was paid to certified workers in FY 1987; the previous year $118.4 million had been paid out in cash benefits. Nearly $50 million of TAA funds was allocated for training, job search, and relocation assistance in FY 1987; the comparable figure for FY 1986 was nearly $28.6 million.

ETA PROGRAM AND FISCAL INTEGRITY

Effective and efficient use of Federal funds is an important part of the Department's efforts to maximize accountability of training and employment services. Regular, systematic efforts to track and evaluate program activities and expenditures are being improved and expanded continuously.

Compliance Reviews

The Department conducts regular on-site reviews of Federal employment-related programs to ensure that activities are conducted in conformance with statutory and regulatory requirements.

In the case of JTPA Titles II and III, ES, and TAA programs, compliance reviews are conducted by DOL (ETA) regional office staff at the State level, with sub-State level visits (mostly to JTPA SDAs) made on a sample basis to verify that States have communicated procedures and policies to program operators and that activities are being effectively monitored by the State.

During PY 1986, regional staff conducted compliance reviews of JTPA and ES activities in every State, and of the TAA program in about half the States. The reviews covered a wide variety of Federal requirements, and for the first time included financial management systems at the SDA level and audit resolution/debt management systems. (See Table 11.)

Regional offices provided guidance and oversight to State and Federal UI programs. They monitored UI performance against standards and goals, and reviewed State law provisions for consistency with Federal requirements. (See Unemployment Insurance section for discussion of other efforts to ensure UI program integrity.) Regional office staff also conducted quarterly monitoring and annual on-site reviews of all Job Corps centers.

In addition, national DOL/ETA staff carried out periodic on-site reviews of JTPA programs for Native Americans and migrant/seasonal farmworkers and of Senior Community Service Employment Program activities.

Grants and Contracts Management

Responsibility for ETA grant and contract operations was consolidated into one unit in PY 1986, with activity divided primarily into three categories: procurement planning, followed by awarding of contracts and grants; audit and appeals resolution and

contract/grant closeout; and debt collection and management. The Department continued to emphasize ETA's use of competitive procurement practices and to limit the number of noncompetitive contracts and grants issued.

In PY 1986, the Department's ETA issued final determinations, decisions, and responses to waiver requests for 158 audits which disallowed $70,048,000 of the $116,273,000 questioned in the audits. Three hundred and forty-four contracts and grants funded by the national ETA office were closed. Some 300 actions remained pending for such reasons as appeals of contracting or grant officer determinations, unresolved audit issues, pending debt collection actions, or requests for the establishment of an indirect cost rate.

ETA recovered more than $20 million in cash for debts established primarily through the audit resolution process during the July 1986–June 1987 period. More than $21 million in claims (involving 54 cases) was referred to the Department of Justice for litigation or other collection followup. The agency also recovered over $9 million for the Federal UI Trust Fund for debts established through audits of Federal-State UI programs.

Table 11

Compliance Reviews

PY 1986 compliance reviews covered the following areas:

- **Administrative and Financial Management (JTPA)**
  - Participant Data Systems
  - Financial/Cash Management Systems
  - Audit Resolution/Debt Management Systems
  - Grievance Procedures
  - Performance Standards
- **Program Management and Services (JTPA)**
  - *State Level Review*
    Planning and Policy
    Monitoring Systems
    Eligibility Determination
    JTPA Councils
  - *Sub-State Level Review*
    Title II–A Programs (SDAs)
    Older Individual Programs (3 Percent Set-Asides)
    State Education Coordination and Grants
    Title III Formula Programs
  - Summer Youth Employment and Training Programs
- **Title III National Reserve Program**
- **Wagner-Peyser Base Grants**
- **Employment Service Cost Reimbursable Grants**
- **Trade Adjustment Assistance Programs**

Source: U.S. Department of Labor, Employment and Training Administration.

Internal Controls and Program Integrity

Twenty-one internal reviews were conducted within ETA in accordance with the Federal Managers' Financial Integrity Act of 1982 (P.L. 97-255) in PY 1986. A total of 654 preaward reviews of potential agency contractors or grantees was conducted and 44 reviews, either internal or external, also were conducted by national office staff to determine compliance with legislative and regulatory requirements. Corrective action was initiated whenever appropriate.

NATIONAL COMMISSION FOR EMPLOYMENT POLICY

The National Commission for Employment Policy (NCEP), an independent Federal agency, is responsible for examining broad issues of development, coordination, and administration of training and employment programs, and for advising the President and Congress on national training and employment issues.

NCEP is composed of 15 members, private citizens who are appointed by the President and broadly representative of industry, labor, commerce, education, veteran groups, State and local elected officials, community-based organizations, persons served by training and employment programs, and the general public. The JTPA legislation provides for an annual appropriation of $2 million for the commission.

During Program Year 1986, NCEP continued to focus on fulfilling its mandatory evaluation requirements under JTPA. Contracted studies examined JTPA implementation in Puerto Rico, as well as JTPA coordination and program activities during the transition period. Results from these two studies were incorporated into a major staff review of JTPA programs scheduled for publication in PY 1987. Conclusions and recommendations from this study were

approved in October 1986 and released as a separate advance report in January 1987.

Additional research was conducted on performance measures in welfare employment programs and worker mobility in the U.S. economy. Work was begun on issues related to displaced farmers, employment options of disadvantaged youth, and welfare reform. Finally, as part of Project Literacy U.S. (PLUS), the commission participated in the development of a literacy manual for private sector groups interested in developing or improving existing literacy programs.

The commission is required by JTPA to meet at least three times annually. During PY 1986, the commission met four times, to review progress and consider program recommendations and policy statements. In addition, as part of an outreach project, the NCEP chairman met with State Job Training Coordinating Council chairs in four regional sessions around the country. The purpose of these meetings was to elicit State-level concerns about JTPA, as well as examples of successes and problems, which could serve as background for the commission's JTPA report. Two public hearings on employment issues were also held during the year: in New Orleans, on trade, tourism, and training, and in San Antonio, on veterans' employment.

NATIONAL OCCUPATIONAL INFORMATION COORDINATING COMMITTEE

Helping States to develop and implement occupational information systems is the primary mission of the National Occupational Information Coordinating Committee (NOICC), and in PY 1986 the national committee allocated nearly $5.2 million—approximately 80 percent of the funds it received from the Departments of Labor and Education—directly to State committees through its Basic Assistance Grant program. These funds, averaging just under $92,000 per State, covered staff costs and coordination efforts in the 56 States and territories.

NOICC also provided grants for special efforts. For example, five States received funds to implement automated career information delivery systems (CIDS), which brought to 47 the number of States that had statewide CIDS meeting NOICC standards. Nearly 5 million clients, primarily secondary school students, were served by these systems.

NOICC and its system of State Occupational Information Coordinating Committees (SOICCs) are interagency committees authorized originally by the Education Amendments of 1976 (P.L. 94-482) to promote the development and use of occupational information for: 1) planners and administrators of vocational education, job training, and vocational rehabilitation programs; and 2) persons choosing careers or seeking employment.

In PY 1986, NOICC also:

- Drafted national guidelines to assist States and local institutions in developing standards for comprehensive career guidance programs from kindergarten through adulthood.

- In cooperation with the Interstate Conference of Employment Security Agencies (ICESA), and with technical support from DOL's Bureau of Labor Statistics (BLS), funded the Utah State Employment Security Agency to develop a microcomputer-based occupational projections system, one which other States can implement.

- In cooperation with ICESA and the National Governors' Association, funded the preparation of a handbook and training package for developing industry and occupational projections and sponsored three regional training sessions on using the materials for staff from all the States.

- Began the development of a microcomputer-based system for use by Naval Resource Centers to identify outside contract training that the Naval Reserve can use to supplement in-house training. The system has long-term potential for JTPA and employers who need to identify local institutions that offer selected training programs.

- Continued support for the Improved Career Decision Making project, designed to train counselors in the use of occupational information. In this connection, NOICC developed and distributed a text for a college course in career development for counselors in training. The publication was distributed at a series of training sessions for counselor educators.

- Continued support for the National Crosswalk Service Center, housed at the Iowa SOICC, which maintains copies of most major occupational and educational classification systems and crosswalks between systems.

NOICC's activities in PY 1986 were financed primarily with $2.9 million from the Department of Labor (ETA) and $3.5 million from the Department of Education. Another $1 million funded special activities. These additional resources were provided to

NOICC by the Department of Defense (including funds for the Naval Reserve Centers project) and the Department of Labor's Employment Standards Administration (for developing wage data).

By law, NOICC is composed of representatives of nine agencies in five Federal departments, including DOL's ETA and BLS. Similarly, the membership of the individual SOICCs is composed of representatives of five State agencies, with many States adding additional members.

CHAPTER 2

RESEARCH AND EVALUATION FINDINGS

RESEARCH AND EVALUATION FINDINGS

INTRODUCTION

Findings of major research and evaluation projects completed during the July 1986–June 1987 period are summarized in this chapter. The projects were supported in whole, or in part, with funds from the Department of Labor's Employment and Training Administration (ETA).

While the projects focused on a wide variety of issues and data, there are many difficult problems confronting job training policymakers today which are beyond the scope of their findings. Readers should also note that the context in which an individual study is conducted often affects its findings and their applicability.

Project summaries are organized under three headings: economic and social issues, labor market studies of specific groups, and program development and improvement. References to the reports are provided in the footnotes and in the bibliography at the end of the chapter.

SOCIAL AND ECONOMIC ISSUES

An important portion of ETA's research addresses broad labor market, rather than specific program, concerns. Findings from these studies may have policy implications, and can add to the general knowledge needed to understand the nature of a particular issue or how the labor market will function or is expected to function in the future.

A major research effort in this category completed during PY 1986 identified changes likely to occur in the work force over the next decade and beyond, and what will be needed to meet the requirements of the workplace of the future.

Workforce 2000

The report on the work force in the year 2000 states that four key trends will shape the last years of the twentieth century.[1] They are:

- *The American economy should grow at a relatively healthy pace,* boosted by a rebound in U.S. exports, renewed productivity growth, and a strong world economy.
- Despite its international comeback, *U.S. manufacturing will be a much smaller share of the economy in the year 2000* than it is today. Service industries will create all of the new jobs, and most of the new wealth, through the end of this century.
- *The work force will grow slowly, becoming older, more female, and more disadvantaged.* From the mid-1980s to the year 2000, the pool of young workers entering the labor force will shrink, and women, minorities, and immigrants will constitute an increasing share of labor force entrants.
- *The new jobs in service industries will demand much higher skill levels than the jobs of today.* Very few new jobs will be created for those who cannot read, follow directions, and use mathematics. Ironically, the demographic trends in the work force, coupled with the higher skill requirements of the economy, could produce more joblessness among the least-skilled and less among the most educationally advantaged.

Researchers concluded that if the United States is to continue to prosper, policymakers must find ways to:

[1] William B. Johnston and Arnold E. Packer, *Workforce 2000: Work and Workers for the Twenty-first Century* (Indianapolis, Ind.: Hudson Institute, 1987).

- *Stimulate balanced world growth:* To grow rapidly, the U.S. must pay less attention to its share of world trade and more to the growth of the economies of the other Nations of the world, including the Nations in Europe, Latin America, and Asia with whom the U.S. competes.
- *Accelerate productivity increases in service industries:* Prosperity will depend much more on how fast output per worker increases in health care, education, retailing, government, and other services than on gains in manufacturing.
- *Maintain the dynamism of an aging work force:* As the average age of American workers climbs toward 40, the Nation must insure that its work force and its institutions do not lose their adaptability and willingness to learn.
- *Reconcile the conflicting needs of women, work, and families:* Three-fifths of all women over age 16 will be at work in the year 2000. Yet most current policies and institutions covering pay, fringe benefits, time away from work, pensions, welfare, and other issues were designed for a society in which men worked and women stayed home.
- *Integrate black and Hispanic workers fully into the economy:* The shrinking number of young people, the rapid pace of industrial change, and the ever-rising skill requirements of the emerging economy make the task of fully utilizing minority workers particularly urgent between now and 2000. Both cultural changes and education and training investments will be needed to promote equal employment opportunity.
- *Improve the educational preparation of all workers:* As the economy grows more complex and more dependent on human capital, the standards set by the American education system must be raised.

LABOR MARKET STUDIES OF SPECIFIC GROUPS

The four studies summarized in this section are concerned with the training and employment needs, opportunities, and experience of groups for whom barriers to labor market participation exist. Specifically, they look at employer policies, practices, and attitudes regarding employment of disabled persons; identify job placement systems that provide private sector job opportunities to older workers; and examine the experience of welfare recipients in JTPA.

Disabled Workers

Following a 1985 study conducted for the International Center for the Disabled (ICD), ETA helped finance a survey to identify barriers that prevent employers from hiring disabled persons, what steps are being taken by employers to hire and retain disabled workers, and what employers' experiences have been with employment of such workers.[2]

Based on interviews with a manager in each firm, the study covered several levels of management in a representative sample of 921 large, medium-sized, and small corporations in the United States. The earlier ICD survey had reported that of 12.4 million disabled persons between 16 and 64 years of age who were not working 8.2 million wanted to work.

Several important findings from the second ICD survey are encouraging. For example:

- The overwhelming majority of managers surveyed gave disabled employees a good or excellent rating on their overall job performance.
- The cost of employing disabled people is not a significant barrier. A three-fourths majority of managers said that the average cost of employing a disabled person was about the same as employing a nondisabled one.
- The response of most employers suggested their willingness to consider the employment of more disabled persons if they are qualified.

However, the survey suggests that without some new stimulation (direct training and recruitment programs with schools and vocational rehabilitation agencies, internships or part-time jobs for disabled persons, additional tax deductions for expensive accommodations, etc.), the employment of disabled people is unlikely to increase significantly. That is because:

- Most managers thought that their companies should not make greater efforts to employ disabled people because they were already doing enough. Sixty-seven percent of top managers, 71 percent of equal employment opportunity (EEO) officers, and 70 percent of department heads and line managers interviewed thought that their companies were doing enough to employ disabled people.
- Most employers believed that the shortage of disabled job applicants with appropriate qualifications was a major barrier to employing more disabled people. Sixty-six percent of managers said that a lack of qualified applicants was an important reason why they had not hired disabled employees in the past three years.
- Top managers gave the hiring of disabled people a lower priority than the hiring of people from minority groups and the elderly. Only one in 10 top managers—people with at least the rank of senior vice president—displayed a strongly optimistic attitude towards disabled people as potential employees.

[2] Louis Harris and Associates, Inc., *The ICD Survey II: Employing Disabled Americans* (New York, N.Y.: International Center for the Disabled, 1987).

The survey concludes that efforts to increase the employment of disabled workers will succeed only if there is an increase in the number of job applicants who are perceived by employers to be qualified, and if employers give the employment of disabled people a higher priority.

Funded with Department of Labor and other public and private resources, the survey suggests a number of steps that leaders in government, business, and voluntary organizations can take to raise the consciousness of employers on these issues.

Older Workers

Older worker programs can successfully recruit, train, and place older adults, according to a study of job placement systems for older workers.[3] The study identified effective programs that were achieving high rates of placement, averaging almost 75 percent, at relatively low cost. Particular attention was paid to systems funded under the JTPA 3 percent set-aside for older workers.

The report is published in two volumes. Volume I covers basic findings and provides information on participant characteristics, services, and outcomes under the JTPA 3 percent program. It also presents case studies of 13 JTPA programs and 10 other case studies of older worker programs—two each of Senior Community Service Employment Programs, displaced homemaker programs, small rural programs, privately funded programs, and programs serving minorities.

Volume II interprets the "best practices" aspects of the study findings to provide a guide for new systems and for managers of existing systems who may wish to improve their operations. Although no "best way" is cited for all situations and locations, effective combinations are identified and reported for program guidance.

Researchers found six key elements of successful older worker placement programs: a structured system of services, emphasis on participant assessment as the key to effective job matching, extensive knowledge on the part of program staff of the local labor market and the job potential of participants, provision of occupational skills training to participants needing instruction, coordination with related community programs, and experimentation with new placement techniques.

As to characteristics of the nearly 1,550 JTPA participants in the 3 percent set-aside survey sample, researchers reported that these programs were particularly attractive to persons under the age of 62. Almost 70 percent of the participants ranged in age from 55 to 61 years old. These people are not eligible for retirement benefits under the Social Security system.

Older women reentering the labor market comprised almost 61 percent of the sample. Forty-six percent of the participants had not completed high school. And minority participants, who were older and less educated than white participants, composed 41 percent of the sample.

The JTPA 3 percent programs provided a variety of services. The most frequently cited services offered to older workers were job counseling, job search skills training, and direct placement assistance. One-third of the participants received occupational skills training.

The programs were successful in placing three of every four terminees. About two-thirds of the placements were in three occupational areas: clerical, sales, and services. The average hourly wage of participants finding jobs was $4.56. Men and women were equally successful in finding employment, but wages at placement for men were, on average, about 20 percent higher than for women.

Occupational skills training was found to be effective in increasing placement rates, particularly for older minorities. Overall, programs offering more services had higher wages at placement.

The project was sponsored jointly by the Departments of Labor and Health and Human Services. In addition, support was provided by the private sector.

Experience of Public Assistance Recipients In JTPA

Characteristics and experiences of public assistance recipients who participated in JTPA Title II-A programs are summarized in the fourth in a series of special papers based on data collected in the quick turnaround portion of the Job Training Longitudinal Survey (now called the Job Training Quarterly Survey).[4]

The report, which covers both parents and dependent youth, consists of 42 specially derived tables of data and a narrative that highlights principal findings. Although the findings, for the most part, are not surprising, the tables provide valuable information.

For example, the study found that 86 percent of parents receiving Aid to Families with Dependent Children (AFDC) enrolled in JTPA were women and

[3] Brenda Lester, *Job Placement Systems for Older Workers* (Washington, D.C.: National Caucus and Center on Black Aged, Inc., 1987). Two volumes.

[4] Westat, Inc., *JTPA Title II-A Participants Who Were Receiving Public Assistance at Program Application: New Enrollees and Terminees During PY 1984* (Rockville, Md.: Westat, 1986).

53 percent were members of minority groups. Among the relatively small number of AFDC fathers in JTPA, 25 percent were minority group members, while 57 percent of AFDC mothers were.

The most noticeable difference between JTPA parents receiving AFDC benefits and JTPA parents not receiving AFDC was their initial program assignment. Fifty-five percent of AFDC parents were assigned to classroom training, compared with only 39 percent of nonpublic assistance JTPA parents and only 38 percent of parents receiving public assistance other than AFDC. This difference was not seen among the dependent youth in AFDC families.

Entered-employment rates were more than 10 points lower for AFDC parents than for other parents. This can be partially accounted for by the heavy assignment of this group to classroom training, with its traditionally lower placement rates. However, even among those enrolled in classroom training, AFDC parents had a lower entered-employment rate than other parents. Positive termination rates for dependent youth in AFDC households were similarly lower.

Wages at termination also were lower for AFDC parents and their children than for those who did not receive AFDC. The difference averaged about 30 cents per hour and was apparent for men and women and across all types of training, racial groups, and educational backgrounds.

Compared with AFDC parents in the general population, the training program served proportionately more women and whites and more high school graduates. For example, while 47 percent of mothers in the overall AFDC population were high school graduates, 65 percent of AFDC mothers in JTPA had a high school education.

Although the project's emphasis was on AFDC recipients, the study also looked at JTPA participants who were recipients of food stamps and other types of public assistance (general assistance, refugee assistance, and/or supplemental security income). Many similarities were found among the various groups of public assistance recipients enrolled in JTPA.

AFDC Recipients and JTPA

Another study provides additional information on the participation of AFDC recipients in JTPA, and on JTPA services to AFDC recipients.[3] According to study findings, JTPA participants living in AFDC families comprise about 20 percent of JTPA enrollees. This is a somewhat higher proportion than their ratio in the JTPA eligible population.

JTPA enrollees living in welfare families are less job-ready than other job training participants. At the same time, they are better educated, live in smaller families, are less likely to be old, and tend to be more attached to the labor force than persons in AFDC families in general.

Controlling for other factors, States with relatively high payment standards tend to serve more welfare recipients in JTPA than States with relatively low payment standards. Possible reasons for this include:

- Potentially larger welfare savings resulting from successful JTPA programs in States with higher payments; and
- Relatively more attention paid to the needs of AFDC recipients by State agencies in these States.

Relationships between personal characteristics and JTPA outcomes are about the same for persons in AFDC families as for non-AFDC recipients. However, JTPA outcomes tend to be better for nonrecipients than for AFDC recipients. JTPA is most successful in addressing the labor market problems of prime-age AFDC recipients.

Findings were based on data from four major sources: the Job Training Longitudinal Survey (now called the Job Training Quarterly Survey) for the Transition Year and Program Year 1984; the JTPA Annual Status Report for PY 1984; the Fiscal Year 1983 AFDC-QC (Quality Control) data file compiled by the Department of Health and Human Services; and the March 1984 Current Population Survey.

The project also included four case studies of JTPA-AFDC workprogram linkages, which describe problems and solutions associated with providing training and other employment-related services for AFDC recipients.

PROGRAM DEVELOPMENT AND IMPROVEMENT

Another part of ETA's research and evaluation efforts focuses on issues and problems that have a direct bearing on programs ETA administers. These studies can address new or better ways of serving client groups, the nature and direction of existing programs, and other operational matters.

Studies in this category completed during PY 1986 concern the Targeted Jobs Tax Credit and various aspects of JTPA, namely experimental programs for disadvantaged youth, performance standards, general JTPA trends, and serving older trainees in Job Corps.

[3] Westat, Inc., *AFDC Recipients in JTPA* (Rockville, Md.: Westat, 1987). Two volumes.

Effectiveness of the TJTC Program

An 18-month study concluded that the Targeted Jobs Tax Credit (TJTC) program, authorized initially by the Revenue Act of 1978 (P.L. 95-600), had mixed results.[6] TJTC was designed to provide employers with a financial incentive to hire workers from specified target groups. At the time of the evaluation, the target groups were:

- Economically disadvantaged youth ages 18 through 24,
- Economically disadvantaged summer youth ages 16 and 17,
- Economically disadvantaged ex-offenders,
- Economically disadvantaged Vietnam veterans,
- Handicapped persons receiving or having completed vocational rehabilitation,
- General assistance recipients,
- Supplemental Security Income recipients,
- AFDC recipients/Work Incentive (WIN) program registrants, and
- Economically disadvantaged cooperative education students ages 16 through 19.

The study found that TJTC-vouchered jobseekers received fewer services from the employment service (ES) per job placement than other ES participants. Moreover, in 10 of the 12 States sampled, only a limited number of persons were issued TJTC vouchers out of the total who were eligible. (A voucher establishes a jobseeker's eligibility for the TJTC program as a member of a target group.)

Less than 10 percent of employers surveyed participated in the TJTC program, according to study findings. When asked directly, employers who were heavy TJTC users said they did not lower their hiring standards in order to hire vouchered job applicants, although evaluators found some statistical evidence to the contrary. Employers reported that job applicants rarely showed a voucher during the hiring process, and only an estimated 23 percent of employers requested that eligibility for TJTC be determined before making a hiring decision.

Four target groups were examined for the short-term net impact portion of the study: economically disadvantaged youth, veterans, the handicapped, and AFDC recipients/WIN registrants. For each group, the study compared individuals receiving a TJTC voucher with eligible members of the group who were not vouchered. For these groups, the study found that TJTC program participants were more likely to be employed but had lower earnings relative to the comparison group. This suggests that persons with TJTC vouchers found lower-wage jobs than TJTC eligibles who were not vouchered.

Persons in the four target groups who were both vouchered and certified for the tax credit were also compared with individuals who were eligible for TJTC and found jobs during the same period but were not certified and not necessarily vouchered. The vouchered/certified persons tended to find higher-wage jobs but to have more turnover than the noncertified comparison workers. (A certification, issued by a State Employment Security Agency after a worker is hired, documents an employer's claim for a tax credit.)

The evaluation indicated that 50 to 75 percent of TJTC certifications were for hires that would have occurred without the program. Only 5 to 30 percent of the TJTC certifications contributed to net job creation. The remaining TJTC workers hired due to the incentive created by the program filled openings created by normal turnover.

JTPA Summer Training and Education Program for Youth

The early impacts of the Summer Training and Education Program (STEP) are very encouraging. According to the report on the 1986 experience, new enrollees largely held their own in reading over the course of the summer, while their control group counterparts showed substantial losses.[7] Likewise, treatment youth achieved gains in math while the control group lost ground. Stemming summer learning losses—which research has shown poor youth experience to a far greater degree than their more advantaged peers—is an important first step in keeping youth in school and improving their performance.

The summer program's life skills component also had encouraging results. STEP youth increased their knowledge of the consequences of teen parenting and how to avoid it, and were 53 percent more likely than the control group to use contraceptives if they were sexually active. (Nearly half the youth reported at the beginning of the summer that they were.)

The STEP model aims to increase basic skills and lower dropout and teen pregnancy rates by providing

[6] Robert Crosslin et al., *Impact Study of the Implementation and Use of the Targeted Jobs Tax Credit Program* (Silver Spring, Md.: Macro Systems, Inc., 1986). Five volumes plus *Overview and Summary.*

[7] Cynthia L. Sipe, Jean Baldwin Grossman, and Julita A. Milliner, *Summer Training and Education Program (STEP): Report on the 1986 Experience* (Philadelphia, Pa.: Public/Private Ventures, 1987).

poor and underperforming youth with basic skills remediation, life skills, and work experience during two consecutive and intensive summer programs, with support and personal contact during the intervening school year. It builds on and enriches existing public services: work experience provided by the JTPA summer program under Title II-B and education provided by the public schools. Thus, implementing the model requires few additional expenditures.

STEP was designed and initiated by Public/Private Ventures in 1984. It was tested in a five-site national demonstration that included a four-year operational phase, beginning in the summer of 1985, plus research activities that extend for an additional five years.

Local costs for operating the demonstration were covered primarily by JTPA summer funds and local school district resources. Initial funding for model development and pilot testing, and continuing support for the national demonstration, were provided by the Ford Foundation. After the program began in 1985, its financial support base was expanded to include eight other private foundations and the Department of Health and Human Services, as well as the Department of Labor.

STEP's operational experience and test results through the period covered in the report seem to confirm both the feasibility and importance of extended educational programming for high-risk students. STEP differs from simple school-year extension by integrating into the summer's academic instruction an opportunity for low-income youth to work and earn a salary, and to discuss and learn about key life options and their implications. These additional elements may be crucial to providing the economic incentive and practical knowledge necessary for continued participation in regular school.

JOBSTART: Year-Round JTPA Demonstration for Youth

The Department of Labor's ETA participated in funding the experimental, year-round JOBSTART program, a 13-site demonstration that operated within the JTPA system. The program was targeted to disadvantaged high school dropouts, providing them with basic educational and occupational skills training, combined with support services and assistance in finding unsubsidized jobs. The approach draws extensively from Job Corps and from the lessons of previous evaluations and operational experience.

The first report on the demonstration covers the rationale for the program and its initial launching.[8] In the process, it describes the development of the program model, the site selection process, the relationship between JOBSTART and the JTPA system, and the first few months of recruitment at early starting sites.

The 13 sites, whose operations were funded primarily through State and local JTPA resources, began participating in the demonstration between August 1985 and October 1986. The operational phase ended in August 1988.

To obtain reliable answers on whether the approach is effective, JOBSTART uses an experimental design, in which eligible applicants are assigned at random either to the experimental group or to a control group. By comparing the two groups' behavior over time, the JOBSTART evaluation will be able to provide reliable information about whether participation in the program, as compared to alternatives, leads to changes in employment and earnings, welfare dependency, and other measured activities.

JTPA Title II-A Performance Management System

An evaluation of the implementation of the performance management system for JTPA Title II-A programs found the system to be a useful management tool for setting goals and objectives and for evaluating performance.[9] The study was based on data contained in existing sources and on information provided by JTPA program managers at both State and service delivery area levels.

In their enactment of JTPA, Congress defined job training as an investment in human capital rather than an expenditure of funds. It stipulated that standards are needed for measuring to what extent the investment is productive in terms of (1) increased employment and earnings of participants and (2) reduction of welfare dependency. These standards were set in regulations by the Department of Labor to include seven specific measures for Title II-A.

Study respondents named as specific strengths the performance management system's flexibility, equity, and objectivity. Many perceived the system to be "outcome oriented." As expected, there were some differences in the rating of the effectiveness of the

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[8] Manpower Demonstration Research Corporation, *Launching JOBSTART: A Demonstration for Dropouts in the JTPA System* (New York, N.Y.: MDRC, 1987).

[9] Centaur Associates, Inc., *Evaluation of the Implementation of Performance Standards Under JTPA Title II-A* (Washington, D.C.: Centaur, 1987).

individual measures of performance, based on the perspectives of the respondents.

Among the weaknesses of the performance management system, JTPA managers cited: a tendency to encourage priority for services to those clients who are most likely to complete training and be placed in a job; the DOL multiple regression model because of its perceived complexity, bias against small rural States, and inability to depict accurately local conditions; and the youth expenditure and youth performance requirements which some respondents described as unrealistic.

The data base for the evaluation of the implementation of the system was derived from data from the Transition Year (October 1983–June 1984) and the first two program years (1984 and 1985) and from information obtained in 1986 from 10 States representing variations in performance standards, ranging from strict use of the Department's national standards to reliance on State-adjusted standards.

Quarterly Patterns in JTPA Programs

DOL conducted a special project to examine quarterly patterns in JTPA Titles II-A and III participant characteristics and program outcomes. Although seasonal factors did influence results, particularly in relation to enrollments, terminations, and entered-employment rates, the resulting report revealed few other discernible quarterly patterns in JTPA program activity.[10]

The report was based on data from the Job Training Quarterly Survey (formerly called the Job Training Longitudinal Survey) which maintains a detailed data base on JTPA participant characteristics, activities, and outcomes. It covers activities during the first 11 quarters of JTPA operations (October 1983–June 1986).

According to the report, the highest number of enrollments occurred in the January–March quarter. Terminations were substantially higher in the April–June quarter. Entered-employment rates were generally lower in the last quarter of the program year, due primarily to program operators making year-end adjustments for certain participants, such as dropouts and inactive enrollees.

The data also indicated that the number of students and enrollees age 19 and under was increasing. This can be expected to reduce the overall entered-employment rate, since successful youth terminees may go into another training or education program rather than directly to a job.

The report helped to establish that, with few exceptions, the patterns in JTPA programs from one quarter to the next and from one year to the next are consistent. There do not appear to be abrupt shifts in enrollments or in results which signal possible anomalies or disruptions to the system.

Older Enrollees in Job Corps

The evaluation of a pilot project that studied the value of serving older enrollees (22- to 24-year-olds) in Job Corps showed that older students—both residential and nonresidential—can benefit significantly from the program.[11]

According to findings, members of this age group had greater gains in reading, math, and GED (high school equivalency) attainment and were more likely to complete a vocational training program than younger corpsmembers. Evaluators concluded that the pilot was highly successful and that Job Corps can effectively serve older trainees.

The average reading gain for the older corpsmembers was 1.3 years, compared with .8 years for younger (16- to 21-year-old) corpsmembers. The average math gain for the older trainees was 1.5 years, compared with 1.0 for younger students.

Most staff indicated that the older corpsmembers were more goal-oriented than younger ones. They were also more mature, serious, disciplined, experienced, and better able to adjust to the Job Corps structure.

Older corpsmembers assumed leadership roles more readily. They acted as "big brothers or sisters" to younger corpsmembers and helped resolve conflicts among the younger group. They were more certain they were doing well in the program, and few had a negative perception of their Job Corps experience.

Older corpsmembers did present some problems: day care became an issue at centers with a large proportion of 22- to 24-years-olds with young children; some corpsmembers were older than staff, especially residential advisors, leading to some dating/social problems; and older corpsmembers who had health, emotional, and/or behavioral problems were less likely to respond to treatment than younger trainees.

The project was tested at 15 Job Corps centers. For budgetary and statistical reasons, the evaluation was conducted at only nine of the participating centers.

[10] Westat, Inc., *Review of Participant Characteristics and Program Outcomes for the First Eleven Quarters of JTPA Operation* (October 1983–June 1986) (Rockville, Md.: Westat, 1987).

[11] Charles A. Bakewell, *Evaluation of Job Corps' Pilot Project to Include 22- to 24-Year-Olds* (Arlington, Va.: Executive Resource Associates, Inc., 1987).

RESEARCH AND EVALUATION REPORTS COMPLETED DURING PROGRAM YEAR 1986

Following is a bibliography of research and evaluation reports completed during the July 1986–June 1987 period. The reports are listed in the same order in which they appear in the preceding section.

Information about the availability of the reports may be obtained from ETA's Office of Strategic Planning and Policy Development, Room N-5637, 200 Constitution Avenue, N.W., Washington, D.C. 20210. Some of the reports will be available for purchase from the National Technical Information Service (NTIS), Operations Division, Springfield, Va. 22151. The NTIS telephone number is: (703) 487-4650.

Workforce 2000: Work and Workers for the Twenty-first Century—Hudson Institute, 1987. Identifies key trends that will characterize the remainder of the 20th century, changes in the composition of the work force and of jobs, and the major policy challenges ahead.

Grant No: 99-6-3370-75-002-02

ICD Survey II: Employing Disabled Americans—International Center for the Disabled, 1987. Describes the responses of top managers and line supervisors to questions on hiring policy and practices, experiences with disabled employees, and attitudes concerning reasons for not hiring disabled workers; the survey also suggests further actions to promote their hiring.

Grant No: 99-6-3396-98-073-02

Job Placement Systems for Older Workers—National Caucus and Center on Black Aged, Inc., 1987. Two volumes. Describes participant characteristics, services provided, and employment outcomes for a sample of JTPA 3 percent set-aside programs. The study also provides 23 case studies of training and employment programs for older workers, and advice on designing and managing a job placement system for older workers.

Interagency agreement with the U.S. Department of Health and Human Services, Office of Human Development Services, Administration on Aging.

JTPA Title II-A Participants Who Were Receiving Public Assistance at Program Application: New Enrollees and Terminees During PY 1984—Westat, Inc., 1986. Describes the new enrollees and terminees who were receiving public assistance at the time of entry into JTPA Title II-A programs.

Contract No: 99-6-0584-75-083-01

AFDC Recipients in JTPA—Westat, Inc., 1987. Two volumes. Focuses on Title II-A participants who were receiving Aid to Families with Dependent Children at the time of program entry.

Contract No: 99-6-0584-77-066-01

Impact Study of the Implementation and Use of the Targeted Jobs Tax Credit Program—Macro Systems, Inc., 1986. Five volumes plus *Overview and Summary.* Looks at the effectiveness of the Targeted Jobs Tax Credit and describes its short-term net impact on four target groups: disadvantaged youth, welfare recipients, veterans, and handicapped persons.

Contract No: 99-4-576-77-091-01

Summer Training and Education Program (STEP): Report on the 1986 Experience—Public/Private Ventures, 1987. Describes the results of the STEP Program in five demonstration cities in 1986.

Grant No: 99-6-3372-75-004-02

Launching JOBSTART: A Demonstration for Dropouts in the JTPA System—Manpower Demonstration Research Corporation, 1987. Describes the initial results of the JOBSTART demonstration in 13 sites, all of them funded primarily through the JTPA system.

Grant No: 99-6-3356-75-003-02

Evaluation of the Implementation of Performance Standards Under JTPA Title II-A—Centaur Associates, Inc., 1987. Describes the standards used to evaluate program management and the strengths and weaknesses of the performance management system, among other items.

Contract No: 99-5-3348-77-050-01

Review of Participant Characteristics and Program Outcomes for the First Eleven Quarters of JTPA Operation (October 1983–June 1986)—Westat, Inc., 1987. Identifies patterns in JTPA Titles II-A and III program participation and outcomes over 11 quarters, starting with Transition Year 1984.

Contract No: 99-6-0584-75-083-01

Evaluation of Job Corps' Pilot Project to Include 22- to 24-Year-Olds—Executive Resource Associates, Inc., 1987. Studied the value of serving 22- to 24-year-olds in Job Corps.

Contract No: 99-6-2746-35-011-01

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Table A

Participants Served Under JTPA Titles II–A, II–B, and III By State: Program Year 1986

State	Title II–A SDA Participants	Title II–B SDA Participants*	Title III Total Participants
Alabama	22,813	10,912	2,684
Alaska	2,065	922	636
Arizona	11,407	5,764	1,687
Arkansas	17,580	6,738	2,592
California	79,577	47,741	9,350
Colorado	15,680	5,642	3,986
Connecticut	6,399	6,846	370
Delaware	2,851	1,897	781
District of Columbia	1,963	8,052	989
Florida	47,641	20,243	4,794
Georgia	18,988	10,579	1,894
Hawaii	3,277	1,675	1,266
Idaho	4,927	1,917	910
Illinois	66,508	40,347	20,684
Indiana	29,581	14,186	6,434
Iowa	14,045	6,046	2,960
Kansas	6,019	3,211	1,532
Kentucky	22,520	12,929	11,660
Louisiana	29,716	17,983	4,609
Maine	4,895	1,963	1,613
Maryland	18,695	9,410	3,183
Massassachusetts	12,533	11,067	9,170
Michigan	57,683	25,263	8,831
Minnesota	21,154	6,400	6,856
Mississippi	22,891	9,240	2,727
Missouri	21,066	10,249	6,283
Montana	4,375	1,570	1,148
Nebraska	4,198	1,933	829
Nevada	4,032	1,712	570
New Hampshire	2,011	1,104	281
New Jersey	21,492	18,486	14,298
New Mexico	4,880	4,347	1,405
New York	67,738	49,558	9,683
North Carolina	29,598	10,252	4,662
North Dakota	2,366	1,493	291
Ohio	66,267	33,420	12,246
Oklahoma	14,914	6,154	3,384
Oregon	17,662	6,440	2,375
Pennsylvania	52,182	31,003	9,589
Puerto Rico	46,258	65,491	5,512
Rhode Island	2,154	1,728	716
South Carolina	17,305	9,221	3,286
South Dakota	4,247	1,991	513
Tennessee	29,166	11,638	3,224
Texas	60,915	29,309	9,605
Utah	6,457	2,374	2,054
Vermont	2,685	1,561	81
Virginia	16,970	8,022	4,010
Washington	21,617	8,054	4,444
West Virginia	7,556	8,359	2,421
Wisconsin	28,173	10,886	4,295
Wyoming	2,341	687	219
U.S. TOTAL	1,100,033	624,015	219,622

* Title II–B data are for the 1987 summer program.

Source: U. S. Department of Labor, Employment and Training Administration, Office of Job Training Programs (JTPA Annual Status Report and JTPA Summer Performance Report, latest available data when publication prepared for press).

Table B
Expenditures Under JTPA Titles II–A, II–B, and III
By State: Program Year 1986

State	Title II–A SDA Expenditures	Title II–A Set-Aside Expenditures	Title II–B SDA Expenditures	Title III Expenditures
Alabama	$ 36,836,103	$ 6,063,212	$ 13,669,365	$ 4,646,521
Alaska	3,556,587	658,028	1,736,085	524,907
Arizona	17,942,203	3,876,198	7,047,003	1,465,131
Arkansas	20,540,400	3,548,567	7,145,767	1,480,461
California	158,808,490	34,653,876	64,165,075	15,198,512
Colorado	14,273,286	3,757,297	6,754,442	2,376,786
Connecticut	11,553,194	2,092,087	6,955,542	794,092
Delaware	4,064,117	634,028	1,541,686	232,011
District of Columbia	4,848,803	1,371,557	5,687,635	607,310
Florida	60,357,997	10,269,309	21,903,882	5,804,401
Georgia	30,620,804	6,977,305	12,551,038	2,800,371
Hawaii	4,003,523	1,203,615	1,995,915	301,096
Idaho	6,476,411	1,541,922	2,782,775	961,839
Illinois	93,993,377	17,496,765	36,700,971	13,136,358
Indiana	38,400,635	8,737,757	14,197,253	6,003,439
Iowa	17,693,788	3,414,994	7,090,285	1,715,722
Kansas	7,868,640	1,923,995	3,452,024	1,718,821
Kentucky	37,565,578	6,233,015	13,283,425	4,385,783
Louisiana	39,127,021	8,706,438	19,026,092	4,787,020
Maine	6,190,096	1,188,543	2,534,459	1,422,902
Maryland	20,789,750	4,034,520	10,019,732	1,807,531
Massachusetts	23,765,608	5,328,131	13,990,433	4,743,449
Michigan	94,856,002	13,287,202	28,699,840	12,071,951
Minnesota	20,031,816	3,552,770	8,620,983	3,780,141
Mississippi	27,394,761	5,454,224	10,549,484	2,328,038
Missouri	29,130,217	5,509,374	12,224,327	3,305,416
Montana	6,400,388	1,041,149	2,299,744	963,475
Nebraska	5,247,036	1,052,184	2,723,950	834,236
Nevada	6,095,734	1,423,538	2,233,770	705,966
New Hampshire	3,939,751	693,576	1,418,125	639,092
New Jersey	34,067,260	7,804,897	19,884,857	4,829,222
New Mexico	8,071,912	2,464,026	4,500,699	957,632
New York	102,803,569	19,612,221	42,413,134	14,838,027
North Carolina	32,853,230	6,824,641	11,817,578	2,668,504
North Dakota	3,699,215	906,323	1,564,677	464,286
Ohio	82,673,417	18,946,986	32,438,452	12,329,306
Oklahoma	18,599,800	3,838,955	7,882,892	2,994,314
Oregon	24,136,353	3,955,936	8,095,554	2,979,500
Pennsylvania	84,182,061	16,743,832	28,008,162	10,734,363
Puerto Rico	70,607,883	14,710,298	26,187,850	3,870,271
Rhode Island	4,855,515	935,471	2,407,189	924,562
South Carolina	19,307,734	4,908,844	7,460,243	2,006,000
South Dakota	4,170,959	1,172,840	1,633,191	573,438
Tennessee	35,650,453	8,486,608	13,452,064	4,127,267
Texas	87,891,564	17,718,246	39,980,724	8,362,948
Utah	8,029,061	1,493,824	2,685,623	3,239,071
Vermont	4,432,835	967,649	1,560,550	147,910
Virginia	23,979,188	5,442,324	10,592,873	2,147,934
Washington	35,950,921	7,652,724	11,872,055	5,536,921
West Virginia	21,023,581	4,411,242	7,224,628	4,283,453
Wisconsin	29,868,987	7,203,937	11,457,629	3,896,776
Wyoming	3,654,293	728,638	1,421,411	319,739
U.S. TOTAL	$ 1,592,881,907	$ 322,655,638	$ 637,543,142	$ 193,774,222

Source: U.S. Department of Labor, Employment and Training Administration, Office of Job Training Programs (JTPA Semiannual Status Report and JTPA Summer Performance Report, latest available data when publication prepared for press).

Table C
Characteristics of Individuals Served by the Employment Service By State: Program Year 1986

State	Total Applicants	Women	Economically Disadvantaged	Veterans
Alabama	455,637	226,950	72,468	54,410
Alaska	101,617	41,955	12,899	16,329
Arizona	226,303	94,546	9,820	38,136
Arkansas	327,065	154,560	16,106	39,255
California	1,031,204	424,467	INA	154,964
Colorado	274,997	113,099	28,565	48,447
Connecticut	211,244	97,715	26,675	27,413
Delaware	24,064	10,279	246	4,394
District of Columbia	108,735	55,408	28,747	9,903
Florida	793,694	364,258	65,108	95,718
Georgia	441,716	203,835	26,638	49,164
Guam	9,012	3,769	4,879	549
Hawaii	81,971	38,917	11,906	11,722
Idaho	128,771	57,627	12,071	18,109
Illinois	777,166	311,415	81,928	108,173
Indiana	497,428	205,503	50,216	78,714
Iowa	318,182	144,232	16,104	35,692
Kansas	221,084	94,667	20,667	28,309
Kentucky	339,920	155,538	68,919	46,217
Louisiana	424,067	181,622	27,299	46,063
Maine	128,075	57,950	1,931	15,242
Maryland	220,420	114,303	25,350	29,834
Massachusetts	167,764	70,713	28,820	23,677
Michigan	1,038,467	416,809	95,532	153,984
Minnesota	346,477	147,719	35,699	47,729
Mississippi	370,385	186,861	42,275	33,599
Missouri	607,081	274,959	43,240	78,435
Montana	137,469	57,703	2,578	21,197
Nebraska	114,837	49,747	10,925	16,461
Nevada	101,792	49,579	3,229	21,886
New Hampshire	43,298	18,839	5,086	8,321
New Jersey	426,050	227,024	60,263	40,913
New Mexico	150,221	61,366	28,972	22,695
New York	928,244	408,873	4,718	109,364
North Carolina	658,789	331,894	45,124	89,439
North Dakota	93,838	42,501	3,382	9,488
Ohio	955,219	413,087	151,336	133,979
Oklahoma	347,075	142,029	40,654	55,694
Oregon	271,128	107,225	240	43,945
Pennsylvania	903,435	417,085	153,474	134,563
Puerto Rico	207,985	96,158	117,289	10,633
Rhode Island	47,278	25,241	5,781	3,592
South Carolina	346,876	176,046	25,670	43,206
South Dakota	101,431	48,812	8,840	10,470
Tennessee	414,713	204,588	58,853	49,676
Texas	1,705,280	691,857	79,884	220,874
Utah	188,547	81,690	21,719	18,564
Vermont	61,398	29,135	3,840	6,810
Virgin Islands	13,386	6,161	6,354	574
Virginia	321,082	148,117	15,634	49,887
Washington	374,198	155,780	59,485	64,127
West Virginia	154,376	59,849	37,353	25,340
Wisconsin	400,276	171,841	52,489	51,893
Wyoming	78,438	31,504	5,405	12,338
U.S. TOTAL	19,219,205	8,494,407	2,245,222	2,570,110

Source: U.S. Department of Labor, Employment and Training Administration, U.S. Employment Service.

Table D

Selected Services Provided to Applicants by the Employment Service By State: Program Year 1986

State	Applicants Referred To Jobs	Placed In Jobs	Referred To Training	Placed In Training	Counseled
Alabama	168,362	81,524	7,593	2,899	6,421
Alaska	43,731	21,862	327	326	1,746
Arizona	107,639	37,682	1,096	368	4,154
Arkansas	131,003	62,509	370	23	2,001
California	543,108	265,909	8,937	2,856	13,529
Colorado	109,770	46,572	1,622	2,482	8,079
Connecticut	67,697	24,210	5,750	3,060	2,591
Delaware	6,104	3,605	248	125	744
District of Columbia	43,562	32,946	5,900	3,707	8,287
Florida	376,325	182,833	28,626	5,402	22,018
Georgia	181,971	78,166	2,899	5,497	27,381
Guam	5,203	2,330	1,309	172	226
Hawaii	36,505	11,877	997	388	1,763
Idaho	67,362	29,579	503	1,244	1,808
Illinois	198,664	100,470	7,036	2,972	17,429
Indiana	136,845	73,793	17,274	1,097	7,262
Iowa	147,485	70,448	11,692	1,889	11,462
Kansas	84,766	35,946	1,228	1,949	9,158
Kentucky	126,297	74,948	11,691	10,244	19,864
Louisiana	137,669	64,510	3,683	1,955	5,510
Maine	49,981	28,067	870	828	364
Maryland	66,111	35,288	3,512	2,619	24,772
Massachusetts	86,905	43,068	1,766	1,895	5,956
Michigan	141,284	88,196	4,153	2,033	33,933
Minnesota	137,609	66,028	3,303	982	8,574
Mississippi	149,334	68,246	24,959	19,463	13,597
Missouri	244,210	98,442	4,393	3,036	16,115
Montana	58,974	26,416	2,112	1,036	10,520
Nebraska	57,277	30,917	841	817	9,972
Nevada	48,282	15,243	336	678	2,546
New Hampshire	23,900	9,930	1,430	508	4,234
New Jersey	84,637	52,618	7,379	3,176	14,237
New Mexico	46,711	24,295	720	713	3,170
New York	258,700	159,864	7,337	4,974	37,564
North Carolina	307,579	153,244	2,390	1,601	17,045
North Dakota	54,206	26,803	1,306	1,328	5,723
Ohio	192,703	78,046	6,479	4,996	17,654
Oklahoma	81,913	37,932	3,884	3,403	24,300
Oregon	131,845	57,967	194	461	20,144
Pennsylvania	287,960	141,800	8,534	4,188	13,323
Puerto Rico	41,604	24,615	5,055	3,197	8,552
Rhode Island	19,737	12,540	209	461	3,722
South Carolina	152,171	59,387	5,530	3,973	7,895
South Dakota	60,587	29,361	472	758	5,133
Tennessee	161,950	70,572	4,187	7,623	4,320
Texas	627,658	236,683	6,168	5,741	55,019
Utah	87,922	40,400	1,226	914	16,008
Vermont	28,227	10,679	295	34	1,822
Virgin Islands	5,991	3,014	977	381	1,177
Virginia	135,375	54,545	1,073	999	1,367
Washington	152,608	67,140	5,035	4,985	11,362
West Virginia	57,362	25,020	9,542	6,806	6,411
Wisconsin	143,494	49,716	683	238	8,861
Wyoming	40,117	18,707	973	564	15,695
U.S. TOTAL	6,944,992	3,246,508	246,104	144,064	602,520

Source: U.S. Department of Labor, Employment and Training Administration, U.S. Employment Service.

Table F

Percent Distribution of Characteristics of Insured Unemployed Persons and Benefits Under Regular State UI Programs: Calendar Years 1981–1987

Item	1981	1982	1983	1984	1985	1986	1987
	Characteristics (Percent Distribution)						
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Sex:							
Male	61.3	64.0	65.2	54.2	57.3	54.2	53.2
Female	35.9	33.4	33.9	33.4	36.0	35.6	32.2
Not reported	2.6	2.4	0.7	12.4	6.9	10.2	14.6
Age:							
Under 22 years	7.7	6.9	5.9	4.5	4.3	3.6	3.1
22–34	45.1	43.6	44.2	37.8	37.5	35.3	34.4
35–44	18.2	19.2	20.4	18.4	19.5	19.7	19.7
45 and over	25.8	26.2	27.1	25.0	22.3	22.1	22.4
Not reported	2.9	3.8	2.1	14.2	16.5	19.3	20.2
Race/Ethnic							
White*	77.1	77.6	—	—	—	—	—
Other than white*	16.8	17.0	—	—	—	—	—
White not Hispanic	—	—	80.4	69.4	70.3	67.3	64.4
Black not Hispanic	—	—	14.2	11.5	13.3	13.5	12.1
Hispanic	—	—	1.2	3.0	3.8	4.6	4.3
Other	—	—	0.7	1.5	1.8	1.9	1.5
Not reported	6.0	5.4	3.2	14.7	10.9	12.7	17.5
Weeks Unemployed							
Under 5 weeks	33.4	32.8	29.8	32.2	31.7	30.2	30.6
15 and over	23.2	24.4	39.1	23.8	20.7	20.7	18.9
	Benefits						
Number of Beneficiaries (In thousands)	9,393	11,648	8,907	7,743	8,372	8,361	7,205
Benefits Paid (In millions)	$14,113	$21,530	$18,648	$13,328	$14,761	$15,897	$14,268

*Data was reported only as white and other than white in 1981 and 1982.

Note: Individual items may not add to 100 percent due to rounding.

Source: U. S. Department of Labor, Employment and Training Administration, Unemployment Insurance Service.